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Canada Labour Report
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DOMINION OF CANADA

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REPORT 320-

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1938

1937/38



OTTAWA

J. O. PATENAUDE, I.S.O.

PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1938

Price, 25 cents

DOMINION OF CANADA

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*To His Excellency the Right Honourable Baron Tweedsmuir of Elsfield, P.C.,
G.C.M.G., C.H., Governor General and Commander-in-Chief of the
Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1938, all of which is respectfully submitted.

NORMAN McL. ROGERS,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1938

To the Hon. NORMAN McL. ROGERS,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ending March 31, 1938.

During the year the following statutes were administered under the authority of the Minister of Labour: Labour Department Act; Conciliation and Labour Act; Industrial Disputes Investigation Act; Government Annuities Act; Employment Offices Co-ordination Act; Technical Education Act; Combines Investigation Act; The National Employment Commission Act, 1936; and The Unemployment and Agricultural Assistance Act, 1937. The department also continued to administer the Fair Wages Policy of the Government of Canada, as set forth in Orders in Council passed in 1922, 1924 and 1934, and in The Fair Wages and Hours of Labour Act, 1935, and to carry on the work arising out of Canada's relations with the International Labour Organization.

STATISTICAL INFORMATION RELATING TO THE CONDITIONS OF LABOUR

Economic conditions in Canada improved steadily throughout the spring, summer and autumn of 1937. In November the Dominion Bureau of Statistics indices of industrial production and the physical volume of business, based on the average for the calendar year 1926 as 100, rose to 133·5 and 127·9, respectively, the highest figures which these indices had reached in any single month since early in 1929. A decline occurred, however, during the winter, in the final months of the period under review.

Employment showed a similar improvement throughout the greater part of the fiscal year, with a corresponding decline in the winter months. The Dominion Bureau of Statistics index of industrial employment, calculated from employers' monthly pay-roll figures and also based on the average for 1926 as 100, rose continuously between April and October, 1937, from 103·0 to 125·7, again the highest figure reached in any single month since 1929. The index dropped fractionally to 125·2 in November and then showed an appreciable decline, partially due to seasonal factors, in the closing months of the fiscal period. In March, 1938, however, it still was above the index number for March, 1937, the figures being 107·8 and 102·8, respectively.

Unemployment among trade union members in the Dominion recorded a corresponding decline and increase during the year. Each month the Department of Labour receives returns from local trade union bodies, giving the number of members in each local and the number unemployed at the end of the month, about two-thirds of all trade unionists in Canada being covered in these reports. The percentage of unemployment calculated from the reports

received for the end of March, 1937, was 12·9. At the end of August, 1937, the percentage had fallen to 7·6, the lowest figure for any single month since October, 1929. After remaining virtually unchanged at 7·7 in September, the percentage of unemployment gradually rose during the late autumn and winter to 12·8 at the end of March, 1938. A monthly comparison between the two fiscal years 1936-37 and 1937-38 shows a net reduction of eighteen per cent in unemployment among trade union members in Canada.

During 1937 there was a continuance of the upward movement in wage rates of the previous three years. The Department of Labour's index of wages, based on wage rates in 1913 as 100, was 191·7 for 1937, as compared with 178·6 for 1936. Increases were greatest during the year in logging and saw-milling, the metal trades, factory labour and steam railways. Slight gains were also recorded in the building trades, electric railways, the printing trades and coal mining.

The department's index number of the cost of living in Canada, based on the average for the calendar year 1913 as 100, was 132 for March, 1938, as compared with 129 for March, 1937, an increase of about 2·5 per cent. The highest figure in recent years was recorded at the end of 1929, when the index stood at 160, and the low point was reached in the summer of 1933, when the figure was 120. Retail prices of food and clothing increased slightly during the period under review, as did house rentals, while fuel and lighting remained practically unchanged. Wholesale prices moved upward until July, 1937, when the highest level since 1930 was reached. After July the trend was chiefly downward.

The number of strikes and lockouts in Canada during 1937 showed a marked increase over 1936, as did the number of workers involved and the loss of working time. In 1937 there were 278 disputes, involving 71,905 workers, with a time loss of 886,393 man working days, while in 1936 there were 156 disputes, involving 34,812 workers, with a time loss of 276,997 man working days. One-half of all the time loss during the year occurred in disputes in which the principal point at issue was union recognition.

LABOUR ORGANIZATION IN CANADA

An outstanding development during the fiscal year 1937-38 was the marked increase in trade union membership throughout the Dominion. At the end of the calendar year 1937 there were in Canada 3,258 local unions, 2,711 of which reported to the Department of Labour a combined membership of 343,751. The highest total memberships reported in previous years had been as follows: 1919, 272,634, reported by 1,889 of 2,847 existing locals; 1920, 266,740, reported by 1,851 of 2,918 existing locals; 1930, 257,611, reported by 2,271 of 2,809 existing locals; and 1936, 254,218, reported by 2,643 of 2,886 existing locals. The memberships of non-reporting branches, obtained from central labour organizations, *Labour Gazette* correspondents or other reliable sources, are added to the combined membership of reporting locals to make up the grand total of trade union members in Canada. The figures for the previous peak years cited above and for 1937 are as follows: 1919, 378,047; 1920, 373,842; 1930, 322,449; 1936, 322,473; and 1937, 384,619.

It is worthy of note that striking progress was made during 1937 in the organization of workers in many industries hitherto largely unorganized. The largest gains of the year were recorded among the following groups: steel workers; pulp, sulphite and paper mill workers; automobile workers; ladies' garment workers; lumber workers; longshoremen; rubber workers; metal mine, mill and smelter workers; coal miners; electrical and radio workers; textile workers; fishermen; seamen; and motor transport workers.

EXPANSION OF FAIR WAGE AND CONCILIATION SERVICE

During the year four junior wage investigators were added to the staff of the Department of Labour. Three of these appointees will assist the departmental representatives at Montreal, Toronto and Vancouver, respectively, and the fourth will be stationed at headquarters in Ottawa. Their duties will be to carry out investigations in connection with the administration of the Fair Wages Policy of the Government of Canada and to render conciliation services in industrial disputes as required.

ADMINISTRATION OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT

Thirty-four applications for the establishment of Boards of Conciliation and Investigation under the provisions of the Industrial Disputes Investigation Act were dealt with during the fiscal year 1937-38. Seven boards were established, three of which dealt with two, three and five applications, respectively. In no case were the findings of a board followed by an interruption of work. One dispute was referred to a commissioner appointed under the provisions of the Inquiries Act, in accordance with section 65 of the Industrial Disputes Investigation Act.

Between March 22, 1907, the date on which the statute went into effect, and March 31, 1938, 895 applications were received and 564 boards established. In only 39 cases was the threatened cessation of work not averted, or the strike already in progress not ended, as a result of board procedure.

CANADIAN GOVERNMENT ANNUITIES

It was stated in last year's report that the rates charged for Canadian Government Annuities had been temporarily increased by 15 per cent, effective from September 5, 1936, and that Prof. M. A. MacKenzie of the University of Toronto had subsequently been appointed to make a mortality investigation of Government annuitants and to construct or recommend a table which could be used to fix the rates to be charged in the future. In accordance with recommendations contained in Prof. MacKenzie's report, which was submitted to the Minister of Labour during the period under review, new tables of rates were made effective on and after February 1, 1938, and the valuation of annuity contracts already entered into made on the new mortality basis.

The aforementioned increase in rates was no doubt largely responsible for the decline in the number of purchases of annuities which occurred during the year. At the same time, however, both the number of contracts issued during 1937-38 (5,724) and the amount of purchase money received in the same period (\$13,550,483.22) were greater than in any year since the inception of the Canadian Government Annuities system with the exception of 1935-36 and 1936-37. Between September 1, 1908, and March 31, 1938, a total of 42,623 annuity contracts had been issued, and on the latter date 39,015 were still in force. The total amount of purchase money received during the same period was \$115,109,178.17.

THE EMPLOYMENT SERVICE OF CANADA

The year under review was the twentieth in which the Employment Service Branch of the Department of Labour co-operated with the provinces, under the provisions of the Employment Offices Co-ordination Act, in maintaining the Employment Service of Canada. Uniform agreements were concluded with all

the provinces except Prince Edward Island and the statutory annual grant of \$150,000 was distributed among the participating provinces in proportion to provincial expenditures on public employment office administration and operation. The offices of the Employment Service reported a total of 388,396 placements effected during 1937-38, as compared with 332,195 in 1936-37.

COMBINES INVESTIGATION

The present report contains a chapter outlining proceedings under the Combines Investigation Act during 1937-38. From the date of its enactment in 1923 until 1935 the statute was administered under the authority of the Minister of Labour. By an amendment passed on July 5, 1935, its administration was transferred to the newly-created Dominion Trade and Industry Commission, effective from October 1, 1935. Another amendment, which was assented to on April 10, 1937, placed the administration of the Act in the hands of a single commissioner responsible to the Minister of Labour.

UNEMPLOYMENT AND AGRICULTURAL ASSISTANCE

Last year's annual report contained a summary of the Bill cited as The Unemployment and Agricultural Assistance Act, 1937, which was being considered in committee in the House of Commons at the close of the fiscal year 1936-37. The measure was subsequently passed by both houses, and received the Royal Assent on April 10, 1937.

Under the provisions of this statute the Dominion Government continued its policy of supporting and supplementing the efforts of the provinces to discharge their responsibilities with regard to the alleviation of unemployment and agricultural distress and of granting them financial assistance in this connection where necessary.

For the twelve months of the fiscal year 1937-38 the total Dominion contribution to the provinces by way of grants for material aid was approximately \$19,500,000. Agreements were also entered into under the terms of the Act with all the provinces providing for Dominion contributions toward the cost of approved works projects undertaken by the provinces to relieve unemployment. The types of works carried out under these agreements during 1937-38 included Trans-Canada Highway construction, provincial highway construction, provincial works and municipal works. Dominion disbursements under these agreements during 1937-38 totalled approximately \$4,500,000.

As stated in last year's report, at the 1937 session of Parliament an appropriation of \$1,000,000 was voted for the purpose of developing, in co-operation with the provinces, plans to increase the employability of unemployed young people. During the fiscal year 1937-38 agreements were completed with all the provinces providing for Dominion contribution of 50 per cent of provincial expenditures, up to a maximum amount stipulated in each agreement, on youth training projects. Under this arrangement training was afforded to upwards of 55,000 young people during the period under review.

The Farm Employment and Improvement Plan, designed to provide work for the necessitous unemployed, was again placed in operation during 1937-38. Agreements, effective from October 1, 1937, to March 31, 1938, were entered into with the four western provinces providing for co-operation in this regard on a fifty-fifty financial basis. A supplementary agreement was completed with British Columbia, effective from November 1, 1937, to March 31, 1938, covering forestry and other projects to be undertaken by that province. Placements under these agreements totalling more than 47,000 were reported by the participating provinces.

During the fiscal year under review it was again found necessary for the Dominion Government to meet the full cost of material aid (food, fuel, clothing and shelter) and of feed and fodder assistance in the drought areas of the Prairie Provinces. In addition, the Dominion purchased fruit, vegetables, fish, beans and cheese to the value of approximately \$1,000,000 for distribution among the residents of these areas. Effective September 1, 1937, the administration of Dominion appropriations for assistance in the drought areas was transferred from the Department of Labour to the Department of Agriculture, in accordance with a recommendation of the National Employment Commission that agricultural aid should be distinguished as far as possible from unemployment aid. The Department of Agriculture also continued to administer the Dominion policy of co-operating with the provinces in the re-establishment of agricultural settlers.

According to figures reported by the provinces and by federal departments, the number of persons assisted throughout the Dominion during the fiscal year ending March 31, 1938, was considerably less on the average than in 1936-37. The highest number receiving assistance in Canada during the fiscal year was reported for the first month of the period under review, April, 1937, when the total stood at 1,215,476, and the lowest figure was recorded in the month of August, 1937, when the total was 759,356.

NATIONAL EMPLOYMENT COMMISSION

The final report of the National Employment Commission, established in 1936 as an advisory body to the Minister of Labour, was submitted during the month of January, 1938. A summary of the recommendations contained therein is given in a chapter of the present report. Dissolution of the commission was announced by the minister on February 2, 1938.

While the commission was still in existence, two additional divisions were established within the Unemployment Relief Branch of the Department of Labour to carry on the administrative work in connection with the implementation of two commission recommendations which had been approved by the Government, as follows: (1) the Labour Transference division, administering the farm placement and supplementary plans to provide employment for the single homeless unemployed; and (2) the Youth Training division, administering the training program designed to increase the employability of unemployed young people. The work of these two divisions during the fiscal year ending March 31, 1938, is outlined in the chapter of the present report dealing with relief legislation.

One of the major activities of the commission during the period of its existence was a national registration and classification of the unemployed on relief. In accordance with a recommendation in the final report, this work was continued after dissolution of the commission by the National Registration Branch of the Department of Labour. Statistics of the second national registration, which are included in the commission's final report, show that the number of fully employable persons of both sexes receiving material aid to which the Dominion contributed fell from 206,423 in September, 1936, to 115,496 in September, 1937.

UNEMPLOYMENT INSURANCE

It was reported last year that the Judicial Committee of the Privy Council in a judgment delivered on January 28, 1937, had found The Employment and Social Insurance Act, 1935, to be *ultra vires* of the Parliament of Canada. Close attention was subsequently given by officials of the Dominion Government to the situation resulting from this decision, with a view to determining the course of action necessary to the establishment of a national system of unemployment insurance.

Arrangements were made whereby the services of Mr. D. Christie Tait, an unemployment insurance expert on the staff of the International Labour Office, were placed at the disposal of the Government for consultation in the drafting of legislation for submission to Parliament. Mr. Tait arrived in Ottawa shortly before the middle of October, 1937, and for two months thereafter was engaged continuously in the preparation of his recommendations with regard to the provisions of an unemployment insurance measure designed to meet conditions in Canada. At all times he had the full co-operation of Dominion officials and his work was carried on in close consultation with them throughout. Mr. Tait's final report was submitted to the Minister of Labour from Geneva in February, 1938.

Early in November, 1937, an interdepartmental committee was formed to assist in the drafting of the proposed legislation. Included in the membership of the committee were officials of the Department of Labour, the Department of Insurance, the Department of Finance, the Department of Justice, the National Employment Commission and the Civil Service Commission, most of whom had been closely associated with the preparation of the 1935 statute. By the end of the fiscal year the committee had the proposed legislation ready for introduction in Parliament, but up to that time no solution of the constitutional difficulties involved had been reached.

On November 5, 1937, the Prime Minister of Canada communicated with the heads of the nine provincial governments, asking their views with regard to a proposed amendment to the British North America Act empowering the Parliament of Canada to enact unemployment insurance legislation. On January 20, 1938, further communications were addressed to the provincial premiers, informing them that the proposed amendment would take the form of the addition of the words "unemployment insurance" to section 91 of the organic Act. Up to the end of the fiscal year the premiers of the following six provinces had indicated their acceptance of the proposal: British Columbia; Saskatchewan; Manitoba; Ontario; Prince Edward Island; and Nova Scotia. The final decisions of the governments of the three remaining provinces, Alberta, Quebec and New Brunswick, had not been given to the Dominion Government by March 31, 1938.

INTERNATIONAL LABOUR ORGANIZATION

Early in the fiscal year, from April 2 to 17, 1937, a world tripartite technical conference on the textile industry was held in Washington, D.C., under the auspices of the International Labour Organization (League of Nations). A report on economic and social problems in the industry, prepared by the International Labour Office, served as a basis for discussion and in reality constituted the agenda of the conference. Committee reports dealing with social problems in the textile industry, economic problems in the textile industry and textile statistics were unanimously adopted at the closing session of the conference.

The agenda of the twenty-third session of the International Labour Conference, held at Geneva, Switzerland, from June 2 to 24, 1937, comprised the following items: safety provisions for workers in building construction with reference to scaffolding and hoisting machinery; reduction of hours of work in the textile industry; the planning of public works in relation to employment; reduction of hours of work in the printing and kindred trades; reduction of hours of work in the chemical industry; partial revision of the Minimum Age (Industry) Convention, 1919; and partial revision of the Minimum Age (Non-industrial Employment) Convention, 1932.

At the triennial election of the Governing Body of the International Labour Office, also held in June, 1937, Mr. P. M. Draper, President of the Trades and Labour Congress of Canada, was elected to a deputy membership in the workers' group. As one of the eight states "of chief industrial importance", Canada retains a permanent seat in the government group of the Governing Body, her representative in this group being Mr. H. H. Wrong, who succeeded Dr. W. A. Riddell as Canadian Advisory Officer to the League of Nations in October, 1937. Dr. Riddell, who is now Counsellor to the Canadian Legation in the United States of America, had held the former post, which is designed to keep Canada in close touch with the work of the League and of the International Labour Organization, since its establishment in 1924.

I have the honour to be, sir,

Your obedient servant,

W. M. DICKSON,

*Deputy Minister of Labour and Registrar of
Boards of Conciliation and Investigation.*

APRIL 6, 1938.

I. LABOUR DEPARTMENT ACT

The Labour Department Act, chapter 111, R.S.C., 1927, under which the Department of Labour operates, provides that, with a view to the dissemination of accurate statistical and other information relating to conditions of labour, the department shall "collect, digest, and publish in suitable form statistical and other information relating to the conditions of labour, shall institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue at least once in every month a publication to be known as the *Labour Gazette*, which shall contain information regarding conditions of the labour market and kindred subjects, and shall be distributed or procurable in accordance with terms and conditions in that behalf prescribed by the minister".

In accordance with this provision, statistical and other information relating to labour conditions has been collected and analyzed by the department since its establishment in 1900 and published in the *Labour Gazette*. In addition to the monthly publication of the *Labour Gazette*, which was one of the original functions of the department, a comprehensive annual report on Labour Organization in Canada is compiled and published by the Labour Intelligence Branch. The department also issues annually a report on Labour Legislation in Canada, containing the text of the labour laws enacted by the Parliament of Canada and by the provincial legislatures. A complete reference library on labour and kindred subjects is maintained by the department and serves as a centre for its research activities.

In accordance with the Statistics Act (1918), chapter 190, R.S.C., 1927, and under arrangements with the Dominion Statistician, statistics are collected and published in co-operation with the Dominion Statistician, in close association with statistics of general social and economic conditions as organized in the Dominion Bureau of Statistics.

Statistical data regarding employment is collected and compiled by the Employment Service Branch in accordance with the provisions of the Employment Offices Co-ordination Act—see chapter VI.

THE LABOUR GAZETTE

The *Labour Gazette* has been issued monthly in English and French since September, 1900, its publication being one of the original functions of the Department of Labour, prescribed by Section 10 of the Conciliation Act of 1900 (now Section 4 of the Labour Department Act).

Since its inception the *Labour Gazette* has maintained a continuous record of industrial, social and economic conditions in Canada as reflected in legislation, employment and unemployment, price trends, labour disputes, industrial relations programs, conventions and recommendations of labour bodies, etc.

In later years the changing concepts of employer-employee relationships (as represented in collective agreements under legislative sanction) and of social welfare, with its increasing tendency toward state regulation (as seen in health and housing programs), have been revealed through the medium of the *Labour Gazette*. The comparatively new problem of relief, with its complicated developments of responsibility and administration, has been fully dealt with in the columns of the *Gazette*, together with statistical analyses of various classes of recipients.

One of the particular functions of the department is the promotion of industrial harmony, and prominence is therefore given in the *Labour Gazette*

to proceedings under the Industrial Disputes Investigation Act and the Conciliation and Labour Act. Under the former, reports of boards are published in accordance with the requirements of the statute, and under the latter, summaries are given of the more important cases dealt with by the department's conciliation service.

Complete information is also given with respect to proceedings under other measures administered by the department, including the Employment Offices Co-ordination Act, the Technical Education Act, the Government Annuities Act, the Relief Acts and the Fair Wages and Eight Hour Day Act, and to proceedings under the federal Order in Council providing for the payment of fair wages to workmen employed under Dominion Government contracts for the manufacture of fittings for public buildings and various classes of governmental supplies. Articles on proceedings under the Combines Investigation Act are also published from time to time, as well as statistical data on old age pensions.

Included in the statistical information published is a monthly analysis of prices, wholesale and retail, in Canada, indicating trends in the cost of living and showing the prices of staple articles, together with index numbers of price movements over a series of years. Similar statistics compiled from records in other countries are also given for purposes of comparison. Periodical statements and tables appear indicating the trend of employment and the extent of unemployment in Canada and in the various provinces and municipalities. Statistical information on changes in wages and hours of labour is presented from time to time in special articles. Administrative activities under existing Dominion and provincial Acts relating to labour, together with legal decisions affecting labour, are also covered regularly in the *Labour Gazette*. The conventions and other activities of labour unions are described, with particular reference to legislative proposals put forward by organized labour. Reference is also made to the activities of employers' organizations in the field of industrial relations and to the progress of the movement for the prevention of industrial accidents. A special section records the work of the International Labour Organization (League of Nations), the draft conventions and recommendations adopted by that body being published in full.

The average monthly distribution of the *Labour Gazette* during the calendar year 1937 was 10,730 (8,894 English and 1,836 French), an increase of 635 copies compared with the average monthly distribution in 1936. The average monthly paid circulation was 5,614 copies, of which 4,608 were of the English and 1,006 of the French edition. A nominal subscription of 20 cents a year is charged, the purpose of the subscription being to keep the distribution within the limits of the actual demand, rather than to meet the cost of production. In addition to the paid circulation, the *Gazette* is issued gratuitously to certain public bodies and institutions, as well as to persons who from time to time supply information required by the department. The average monthly distribution of complimentary copies was 5,116, of which 4,286 were of the English and 830 of the French edition. At the close of each year a limited number of volumes are bound, with a classified index, and sold to subscribers at \$2 a volume.

STATISTICAL BRANCH

Statistical and other information as to strikes and lockouts, changes in prices and the cost of living, wages and hours of labour, industrial agreements and industrial accidents is collected and compiled by the Statistical Branch of the department and published in the *Labour Gazette* or in special supplements thereto. The information as to wages is used also in connection with the administration of the Fair Wages Policy of the Dominion Government and for the determination of wages for certain classes of Dominion Government employees on prevailing rates under the Civil Service Act, data being furnished to the various departments for this purpose as required. The information

collected and compiled is further used in connection with the settlement of industrial disputes and negotiations for agreements as to wages and working conditions, not only by conciliation officers of the department and Boards of Conciliation and Investigation under the Industrial Disputes Investigation Act, but also by employers and employees, who secure on request, regularly or from time to time, special compilations for this purpose. The department also receives numerous requests for such information from persons interested in the establishment or development of industries and from those engaged in the study of labour and social problems.

STRIKES AND LOCKOUTS

A record of strikes and lockouts has been published each month since November, 1900, in the *Labour Gazette*. A review, with a statistical analysis for each calendar year, is published in the February or March issue in the year following. A strike or lockout, included as such in the record, is a cessation of work involving six or more employees for at least one working day or causing a time loss of at least ten man working days. The statistical compilation includes only workers directly affected, that is, those on strike or locked out, but the employees indirectly involved, that is, unable to work because of the stoppage, are shown in notes where the number is important. A separate record of minor disputes is maintained. While the number of these is usually small, 44 were reported during 1937, involving 991 employees and causing a time loss of 206 working days.

Information as to the occurrence of a strike or lockout is secured through newspapers, from correspondents of the *Labour Gazette*, from the officers of the department in touch with disputes and negotiations, from labour organizations or other representatives of workers involved and from employers concerned. A statement as to each dispute showing causes, dates, results, etc., is secured, if possible, from the representatives of each party.

The number of strikes and lockouts in Canada during 1937 was 278, involving 71,905 workers, with a time loss of 886,393 man working days. These figures show considerable increases over those for 1936, when there were 156 disputes, involving 34,812 workers, with a time loss of 276,997 days, and were larger than those for any year since 1920, except that in 1921, 1922, 1924 and 1925 the time loss was much greater, due chiefly to the occurrence of extensive strikes in manufacturing and construction industries in 1921 and in coal mining in the other years. The number of disputes was the largest in any year since 1901 except 1919 and 1920 and the number of employees was greater than in any year except 1918 and 1919. Nearly one-half of the time loss in 1937 was in textile manufacturing industries, with 15 per cent in coal mining and 12 per cent in metal manufacturing. In the other industries there were many disputes, involving almost 25 per cent of the employees involved in disputes in all industries, but most of these disputes were of comparatively brief duration and did not cause great time loss.

The most important strike during the year was that of cotton factory workers in Montreal and other localities in the province of Quebec for union recognition and increases in wages. This caused time loss of 200,000 man working days. Other important disputes were those involving cotton mill workers at Cornwall and Welland, Ont., woollen mill workers at Peterborough, Ont., women's dress factory workers at Montreal, P.Q., coal miners at Minto, N.B., automobile factory workers at Oshawa, Ont., foundry and ship repair workers at Sorel, P.Q., loggers at Flanders, Ont., coal miners at Stellarton, N.S., meat packers at Vancouver, B.C., and lumber mill workers in New Brunswick.

As in 1936, the proportion of disputes as to recognition of union, employment and discharge of union workers, etc., was large, there being 90; the number of

disputes as to wages and hours, however, was 130; and 28 disputes were in regard to other working conditions. One-half the time loss for the year was due to strikes in which union recognition was the principal cause. Over one-half of the workers involved in all disputes were partially successful, while 22 per cent were wholly successful and 17 per cent were unsuccessful.

Over 60 per cent of the disputes occurred in the provinces of Ontario and Quebec and these involved 68 per cent of the workers in all disputes and caused 76 per cent of all time loss for the year. Nova Scotia and British Columbia were affected by 43 and 18 disputes, respectively, but these caused only five per cent of the time loss for the year in each case. In New Brunswick there were eight disputes, the most important being a strike of 1,200 coal miners on October 13 for union recognition and wage increases, which caused 60,000 days time loss in 1937 and was not terminated until February, 1938, by reference to a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act.

Of the 278 disputes recorded, there were 134 terminated by direct negotiations between the parties involved, while 77 were settled as a result of conciliation, three by arbitration, 31 by return of workers on employers' terms and 25 by replacement of workers.

In eleven disputes "sit-down" or "stay-in" tactics were adopted by the strikers. In all but two cases the strikers vacated the premises on formal notification or shortly afterwards. In a strike of 100 foundry workers on March 1 at Point Edward, Ont., the strikers were ejected forcibly by other workers and turned over to the police. One was fined and 55 were released on suspended sentence on charges of trespassing. In a strike of 100 meat packers on February 4 at Calgary Alta., those remaining on the premises were arrested after seven days and charged with "forcible detention of property". Later the charges were dropped.

Information as to strikes and lockouts in other countries is given in the *Labour Gazette* each month and also in the annual review of strikes and lockouts for each calendar year, which appears early in the following year. The review for 1937 appeared in the *Labour Gazette* for March, 1938. For many of the countries complete information is not available until some time later, in some cases not for two or three years. In Great Britain and Northern Ireland for 1937 there were recorded 1,122 disputes, involving 595,000 workers, with a time loss of 3,420,000 days, the figures being higher than in any year since 1932 but lower than in most of the years between 1919 and 1932. In the United States there were 4,740 disputes, involving 1,860,621 workers, with time loss of 28,425,000 days. These figures were approximately twice as large as those for 1936 and 1935.

WAGES AND HOURS OF LABOUR

Information as to wages and hours of labour is secured annually by the department from employers and from labour organizations, and from time to time in connection with strikes and lockouts; arbitration, conciliation and mediation in industrial disputes; proceedings under the Industrial Disputes Investigation Act; fair wages schedules, etc. Each year representative employers in various industries are requested to fill in schedules with data showing the wages of the principal classes of labour in their employ, hours of work per day and per week, rates of pay for overtime work, Sundays and holidays, and other conditions of employment such as bonus payments, profit sharing, old age pensions or other welfare plans, annual vacation and sick leave with pay, and to furnish information as to collective agreements. Labour organizations are requested to furnish data as to wages, hours of labour and other working conditions and also copies of agreements with employers or schedules of wages and working conditions in force. Officers of the department and *Labour Gazette* correspondents resident in the

principal industrial centres assist in the collection of these reports and related information. Since its establishment the department has collected, so far as possible, on their consummation, copies of collective agreements between employers and labour organizations or other representatives of labour and has printed or summarized them in the *Labour Gazette*. Files of these are maintained for reference.

Tables of rates of wages and hours of labour for the principal classes of workers in various industries are compiled from the information secured and are published in a supplement to the *Labour Gazette* for January each year. These tables show rates for the calendar year just ended, with comparative figures for certain preceding years.

The supplement to the *Labour Gazette* for January, 1938, Report No. 21 in the series on Wages and Hours of Labour, contained figures for 1929, 1936 and 1937, and also for certain years back to 1920 in the case of building trades, metal trades, printing trades, electric railways and steam railways. A table of index numbers back to 1901 for various groups of trades, based on wages in 1913 as 100, was also given. The index numbers for the period 1901 to 1920 were first published in March, 1921. In recent reports the group index numbers for each year since 1901 were averaged, being weighted according to the number of employees in each group, and the figures so obtained were included in the table. An appendix to this report on wages and hours of labour under provincial legislation and on federal government contracts contained data as to minimum rates for women and girls, also for men and boys, established by provincial boards and commissions and also as to wages rates and hours of labour specified in collective agreements in various industries and districts, made obligatory for all employers and workers in such industries and districts under the Quebec Collective Labour Agreements Extension Act, 1934, and Workmen's Wages Act, 1937, and under the Industrial Standards Acts of the provinces of Ontario and Alberta, 1935, Nova Scotia, 1936, and Saskatchewan, 1937. Other appendices contained summary tables of figures collected and published by the Dominion Bureau of Statistics as to wages in agriculture, secured through crop correspondents, as to average earnings of employees on steam railways and in coal mines, with figures as to average numbers of employees and time worked, during 1936 and certain preceding years, and as to weekly earnings of employees in merchandising and service establishments in 1936.

During 1937 the upward movement in wage rates which began in 1934 and became general in 1935 and 1936 continued. The average index for all the groups included in the calculation was 191.7 for 1937, as compared with 178.6 in 1936, 175.4 in 1935, 170.5 in 1934, 168.3 in 1933, 177.6 in 1932, 189.1 in 1931, and 197.1 in 1930. The index is based on wage rates in 1913 as 100. For the various groups of trades included in the calculation the index numbers were as follows: building trades, 165.3; metal trades, 187.4; printing trades, 187.8; electric railways, 190.5; steam railways, 196.1; coal mining, 166.8; common factory labour, 195.5; miscellaneous factory trades, 203.7; and logging and sawmilling, 188.1. The increases during the year were greatest in metal trades, 10 per cent, in steam railways, nearly seven per cent, for factory labour, about eight per cent, and in logging and sawmilling, about 13 per cent. In building trades the increase was less than three per cent, in printing trades 1.4 per cent, electric railways, 2.7 per cent, and coal mining, 0.5 per cent. The index number for common factory labour was higher than in 1930 by 3.9 per cent, for logging and sawmilling by 2.3 per cent, for miscellaneous factory trades by 0.7 per cent and for metal trades by 0.4 per cent. For the other groups the index numbers were lower than in 1930 as follows: building trades, 18.7 per cent; printing trades, 7.6 per cent; electric railways, 4.5 per cent; steam railways, 4 per cent; and coal mining, 1.5 per cent. On steam railways, as a result of an agreement for the gradual cancellation of the deductions from

earnings on basic rates, in effect since 1931, the deductions were four per cent at the end of the year and were eliminated by April 1, 1938. In coal mining increases in wages were made in 1937 only in Nova Scotia, but in British Columbia, Alberta and New Brunswick negotiations for wage increases were under way during the early months of 1938. Some of the most important increases during the year were in the following manufacturing industries: automobiles and automobile parts, 15 per cent; cotton, 11 per cent; meat packing, 19 per cent; pulp and paper, 12 per cent; crude, rolled and forged iron and steel products, 14 per cent; foundry and machine shop products, 8 per cent; agricultural implements, stoves and furnaces, 7 per cent; furniture, 9 per cent; electrical apparatus, batteries and radio receiving sets and parts, 7 to 10 per cent; and rubber products, ready-made clothing and flour, 7 per cent each.

PRICES AND COST OF LIVING

The publication each month in the *Labour Gazette* of a table of retail prices of staple foods, fuel and lighting, and rentals of workingmen's houses in the industrial centres throughout Canada was commenced in 1910 and has been continued since that time. Since 1920 the figures published have been those secured by the Dominion Bureau of Statistics from representative butchers, grocers, dairies, etc., in each city, supplemented by information secured by *Labour Gazette* correspondents, particularly as to fuel and rentals. The localities covered have been chiefly those with a population of 10,000 and over. Changes in price levels have been shown monthly since 1914 in a table giving the cost of a weekly family budget of staple foods, fuel and lighting, and rent, calculated in terms of the average prices for the Dominion. Annual averages were used for the period of 1910 to 1913, and monthly averages thereafter, while figures for December, 1900, and December, 1905, were also available. The budget having been first constructed for the year 1910, the items included are only those for which figures were collected that year. While the quantities of the various items used in the budget calculation were determined according to their relative importance in workingmen's family expenditure, the budget was not designed to show the actual expenditure of an average family or the cost of a minimum or any other standard of living, but merely to indicate the changes in price levels. An index number of changes in the cost of living, including clothing and sundries, as well as food, fuel and lighting, and rent, has been published monthly, giving comparative figures back to 1913, the base period, which is represented by 100. The *Labour Gazette* has also contained each month index numbers of wholesale prices for the principal groups of commodities, compiled and published by the Dominion Bureau of Statistics. Tables of index numbers of prices, wholesale and retail, in the countries throughout the world for which such figures are available, have been published quarterly, with an account each month of any important changes in prices in various countries.

The index number of the cost of living was about 2.5 per cent higher at the end of the fiscal year ended March, 1938, than at the end of the previous fiscal year, there being increases in food, rent, clothing and miscellaneous items. The figures are 132 for March, 1938, and 129 for March, 1937. From 160 at the end of 1929, the highest level recorded since 1921, the index number declined 25 per cent to 120 in June and July, 1933, which was the lowest level during recent years. In March, 1938, the index was 10 per cent higher than at the lowest level but still more than 17 per cent lower than at the end of 1929.

The index for the food group rose from 116 in March, 1937, to 120 in August, at about which level it remained until December. In March, 1938, the figure was 118. The decrease between December, 1929, and February, 1933, the low point for the group, was 43 per cent and the subsequent recovery down to March, 1938, was about 30 per cent. Rentals for workingmen's houses con-

tinued the slight upward movement which commenced in the autumn of 1934, after a decline of about 20 per cent from the end of 1930. In March, 1938, the index for the group was 142, as compared with 135 in March, 1937; 132 in March, 1936; and 128 in the summer of 1934. The index for the clothing group was 119 in March, 1938, as compared with 117 in March, 1937; 107 in the summer of 1933; and 157 in December, 1929. The index for the fuel and lighting group declined from 157 in December, 1929, to 140 in July and August, 1933. Since that time changes have been slight.

In wholesale prices an upward movement in the Dominion Bureau of Statistics index number which commenced in May, 1936, following a period of more than two years of relative stability, was continued irregularly until July, 1937, when the highest level since 1930 was recorded. Between July, 1937, and March, 1938, the movement was mainly downward. Comparative figures for the index number are 83.1 for March, 1938; 87.5 for July, 1937; 85.5 for March, 1937; 71.8 for May, 1936; 63.5 for February, 1933 (the low point in recent years); and 96.0 for December, 1929. The movement since May, 1936, was due mainly to changes in prices of grains, live stock, hides, raw cotton, raw wool and certain other farm products, as well as in non-ferrous metals, lumber, pulp, iron and steel.

FATAL INDUSTRIAL ACCIDENTS

During 1937 the department continued its record of fatalities from accidents to workers during the course of their employment or arising out of it or resulting from industrial diseases. Figures as to such fatalities, with information as to causes, were published quarterly in the *Labour Gazette*, and a summary for the calendar year, together with a statistical analysis, appeared in the issue for March, 1938. As in previous years, information was secured from the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., and from *Labour Gazette* correspondents and newspapers. Supplementary lists showing fatalities reported too late for inclusion in previous lists were also given.

During 1937 the number of fatalities reported was 1,209, as compared with the corresponding preliminary figure of 1,074 for 1936, the final figure on revision for late reports being 1,107. There was no single accident resulting in the loss of a relatively large number of lives, the most serious being due to the collapse of a cofferdam for the construction of a pier for a highway bridge at Port Stanley, Ont., on December 19. Eight men were killed and five were injured. Six seamen lost their lives when a vessel was swamped in Nipigon Straits, Lake Superior, on September 24. There were two accidents, each of which resulted in four fatalities, and twelve resulting in three.

The classes of industries for which appreciable increases were reported were agriculture, logging, mining, saw-milling, manufacturing, construction, and electric light and power, while there were decreases in fishing and trapping, transportation and public utilities, and service, which includes public administration, laundries, dyeing and cleaning establishments, personal and professional service, etc. The industrial group showing the largest number of fatal accidents was transportation, with 214, there being 198 in mining, non-ferrous smelting and quarrying, 164 in construction, 154 each in agriculture and manufacturing, and 145 in logging. There were 113 fatalities in metal mining and 64 in coal mining. The figure for manufacturing included 65 in saw and planing mills, 30 in iron and steel plants and 13 in pulp and paper mills. The figure for transportation included 90 on steam railways, 67 in shipping and 41 in local and highway transportation. The figure for public administration was 36, for retail trade 25 and for wholesale trade 20. In highway and bridge construction there were 83 and on buildings and structures 59.

An analysis by causes of accidents shows the largest number, 385, under "moving trains, vehicles, etc.", which included 119 for automobiles and other

power vehicles and implements, with 99 for watercraft and 76 under "struck or run over by, or crushed by or between cars and engines". Next in importance was "falling objects", which accounted for 223 fatalities, followed by "falling persons" with 186. "Dangerous substances" accounted for 148 fatalities, of which 40 were due to explosive substances, 37 to electric current, 28 to flames, etc., and 20 to steam escapes, boiler explosions and compressed air. Animals were the cause of 33 deaths, of which 21 were due to horses. "Prime movers", which includes motors, engines, shafting, belts, gears, etc., caused 25 deaths and hoisting apparatus 25, while working machines caused 24. There were 33 fatalities caused by lightning, frost, sunstroke, etc., and 31 due to industrial disease, strain, etc.

LABOUR INTELLIGENCE BRANCH

In the Labour Intelligence Branch is prepared the annual report on Labour Organization in Canada and the report on Organization in Industry, Commerce and the Professions in Canada. In addition, the branch prepares summaries of convention proceedings of the larger labour organizations in Canada and the United States for publication in the *Labour Gazette*; conducts correspondence in connection with trade union activities and other related work; maintains the subscription lists of the *Labour Gazette*, as well as the accounts of this and other publications issued by the department for which a charge is made; and forwards to the Auditor General and Representative of the Treasury a detailed monthly statement of the revenue collected, the money received being deposited in the Bank of Canada. Daily information obtained from the leading newspapers in Canada, as well as from certain British, Australian and American papers, is supplied to the various branches of the department by a clipping bureau maintained in the branch. Additional information is obtained from the large number of labour papers and trade union journals received in the department. The latter are indexed and filed, and those retained for reference purposes are bound.

LABOUR ORGANIZATION IN CANADA

The twenty-seventh annual report on Labour Organization in Canada, covering the calendar year 1937, briefly defines the composition and development of the major organizations of wage-earners in the Dominion, and also gives statistical and other information respecting membership, benefits, registration, etc.

According to the report, labour organizations in Canada are divided into two groups—(1) local branches of international bodies whose membership is chiefly in the United States and Canada and (2) unions the membership of which is entirely Canadian.

The first group is composed mainly of organizations directly or indirectly affiliated with the American Federation of Labor, together with the railway organizations in train and engine service, all of which have their headquarters in the United States. Sixty-two central labour bodies in this group are reported as having affiliated the whole of their Canadian membership with the Trades and Labour Congress of Canada, which also has in affiliation four purely Canadian central organizations, as well as one hundred and seventeen directly chartered unions.

The second group, i.e., the Canadian bodies, may be classified according to affiliation as follows: the Trades and Labour Congress of Canada, established at Toronto in 1873; the All-Canadian Congress of Labour, organized at Montreal in 1927; the National Catholic Unions, the first convention of which was held in 1918 and which in 1921 at Hull, P.Q., formed the Federation of Catholic Workers of Canada; the Canadian Federation of Labour, established in 1936; and various other central labour bodies and independent local units.

In the international group there were at the close of the year 95 organizations and one industrial union, the former having 2,042 local branches, an increase of 157 as compared with the year 1936, with a combined membership of 216,309, a gain of 45,740. The Industrial Workers of the World reported 6 local branches, with 1,156 members, a loss of 5 locals and 3,044 members.

The Canadian central organizations had a combined reported membership of 98,633, comprised in 853 local branch unions, a gain of 113 branches and 14,792 members. The Federation of Catholic Workers of Canada reported 278 syndicates and 7 study circles, a gain of 95, the combined reported membership being 52,000, an increase of 7,000. There were 72 independent local units, 67 of which reported a combined membership of 16,521, a gain of 12 local units and a loss of 2,342 members.

According to information furnished the department by officers of the various labour organizations and that secured from other reliable sources, at the close of 1937 there were in Canada 3,258 local branch unions of all classes, an increase of 372, divided as follows: international, 2,048; Canadian, 853; Federation of Catholic Workers of Canada, 285; and independent, 72. The combined membership in the 3,258 local branch unions, as reported to the department, was 384,619, apportioned among the various groups as follows: international, 217,465; Canadian, 98,633; Federation of Catholic Workers of Canada, 52,000; and independent, 16,521.

The trade union membership and the total number of local branches of all classes of organized labour bodies in Canada, as reported to the department for the past 27 years, have been as follows:—

—	Branches	Member- ship	—	Branches	Member- ship
1911.....	1,741	133,132	1924.....	2,429	260,643
1912.....	1,883	160,120	1925.....	2,494	271,064
1913.....	2,017	175,799	1926.....	2,515	274,604
1914.....	2,003	166,163	1927.....	2,604	290,282
1915.....	1,883	143,343	1928.....	2,653	300,602
1916.....	1,842	160,407	1929.....	2,778	319,476
1917.....	1,974	204,630	1930.....	2,809	322,449
1918.....	2,274	248,887	1931.....	2,772	310,544
1919.....	2,847	378,047	1932.....	2,725	283,576
1920.....	2,918	373,842	1933.....	2,707	286,220
1921.....	2,668	313,320	1934.....	2,740	281,774
1922.....	2,512	276,621	1935.....	2,728	280,704
1923.....	2,487	278,092	1936.....	2,886	322,473
			1937.....	3,258	384,619

Trade Union Branches by Provinces.—The province of Ontario, with 1,205 out of a total of 3,258, had the greatest number of local branch unions; Quebec was second with 707; British Columbia was third with 328; and Alberta was fourth with 294. The remaining five provinces ranked as follows: Saskatchewan, 196; Manitoba, 195; Nova Scotia, 178; New Brunswick, 143; and Prince Edward Island, 12.

Reported Trade Union Membership in Canadian Cities.—There were 34 cities in Canada with not less than 20 trade union branches, four more than the number recorded in 1936. These 34 cities with their 1,944 branches represented approximately 60 per cent of the local branches of all classes operating in the Dominion. The 1,944 branch unions contained about 61 per cent of the entire trade union membership, and the 1,688 reporting branches in these cities represented 62 per cent of all reporting branches in Canada.

Trade Union Benefits.—Of the 31 Canadian central organizations, six reported payments for benefits in 1937, the total amount disbursed being \$47,657.78, a decrease of \$20,331.39 as compared with the benefits paid by five

organizations in 1936. Of the 96 international organizations operating in Canada, 58 reported expenditures for benefits. The total disbursements in Canada and the United States amounted to \$20,906,473, this being \$678,295 more than the outlay for benefits by 61 organizations in the previous year. Returns supplied by 811 local branch unions in Canada show that these bodies expended a total of \$323,562 to their own members on account of the various benefits, which was in addition to the amount disbursed by the central organizations. The sum was \$88,345 less than that reported in 1936 by 717 local branch unions.

Non-Trade Union Associations.—As in previous issues, the report contains information concerning a group of 127 associations which, though not connected with the trade union movement, are for the most part composed of wage-earners and are considered of sufficient importance to justify the recording of their names. These include organizations of school teachers, government employees, commercial travellers, etc., with a combined membership of 116,904, an increase of 1,040 as compared with the number of members comprised in this class of organized employees in 1936.

Trade Union Directory.—The report also constitutes a complete labour directory, containing, as it does, not only the names and addresses of the chief officers of local branch unions and delegate bodies in the Dominion, but also those of the central organizations with which organized Canadian workers are identified.

ORGANIZATION IN INDUSTRY, COMMERCE AND THE PROFESSIONS IN CANADA

The twelfth report on Organization in Industry, Commerce and the Professions in Canada, being for the calendar year 1937, was prepared in the Labour Intelligence Branch during the period under review. The volume, which contains the names of all known associations of this character, indicates the extent of organization among those identified with the industrial and commercial life of the Dominion and also the development of organization of those who are connected with professional, technical and scientific pursuits. The objects of the various associations, where obtainable, are outlined in the report. Among other things they include collective dealing with trade questions, the co-ordination of other activities and the endeavour to secure what may be considered necessary legislation. The associations are divided into the following groups:—

- I. Manufacturing
- II. Building and Construction
- III. Mining
- IV. Transportation and Communication
- V. Printing and Publishing
- VI. Laundering, Cleaning, Repairing, etc.
- VII. Personal Service and Amusement
- VIII. Financial
- IX. Agriculture
- X. Dairying
- XI. Live Stock Breeders, etc.
- XII. Wholesale Merchants
- XIII. Retail Merchants
- XIV. Real Estate Dealers
- XV. Professional
- XVI. Technical and Scientific
- XVII. Insurance
- XVIII. Funeral Service.

The first seven divisions, as indicated in the report, contain the names of 220 main and 100 branch or affiliated associations, with a combined membership of 37,765, which are composed of persons or firms who are identified with industries in which the employment of workpeople is essential. (The number of trade unionists in the same groups, according to the Twenty-seventh Annual Report on Labour Organization in Canada was 384,619.) Some of the organized employers who are members of the associations the names of which are included in the report have working agreements with the corresponding organizations of workers covering the conditions of employment in their respective establishments. In the remaining eleven groups the employment of labour is in some cases only incidental and, with the exception of the retail merchants' section, there is no corresponding body of organized workers. While in the main the associations listed in the report are purely Canadian, some are connected with associations having their headquarters in the United States.

The associations listed in the volume include 844 main bodies and 672 branch or affiliated associations, making a total of 1,516 organizations, with a combined membership of 746,836.

THE LIBRARY OF THE DEPARTMENT

The library of the Department of Labour was organized in 1900, when the department was created, and has steadily increased its collection of documents since that time. Through the exchange of publications with departments of other governments carrying on work along similar lines and through the International Labour Organization the department is kept in touch with labour matters in almost all countries of the world. In addition to the publications thus received, there is a valuable collection of publications of labour organizations and periodicals and newspapers published in the interest of organized labour. A very complete collection of volumes dealing with labour problems and legislation is supplemented by books for reference and volumes on general economic subjects, history and law. There is also a comprehensive collection of books on industrial combinations and related subjects. About 143 volumes have been added during the fiscal year. This number does not include pamphlets, bound volumes of periodicals or Government documents. Numerous pamphlets on subjects within the scope of the department give additional sources of information, particularly on current topics. The primary purpose of the library is to serve as an information centre for the officers of the department. Subject to their requirements, the services of the library are also at the disposal of the general public, and frequent use is made of its material by the students and staffs of the Canadian universities and by others interested in labour problems. Books are sent by mail, wherever possible, to any persons wishing to borrow them, and special information and bibliographies are compiled when required.

LABOUR LEGISLATION

Special attention is given by the department to labour legislation in Canada and other countries. Articles dealing with different branches of labour law are published in the *Labour Gazette* and special bulletins in printed or mimeographed form are issued from time to time.

A report on Labour Legislation in Canada is published annually. The reports for 1915, 1920, 1928, and 1937, reproduced the text or a summary of the Dominion and provincial statutes of special interest to labour which were in force at the end of those years. The reports for the intervening years cover only the legislation enacted during the year.

II. CONCILIATION AND LABOUR ACT

During the fiscal year ending March 31, 1938, the conciliation services of the Department of Labour were utilized in connection with the adjustment of a number of labour disputes. In some of these cases strikes or lockouts had already occurred and in others cessation of work appeared to be imminent or there was difficulty in carrying on negotiations in connection with wages and working conditions. The proceedings were under the provisions of the Conciliation and Labour Act, chapter 110, R.S.C., 1927, which empowers the minister to inquire into the causes and circumstances of a dispute, to take such steps as seem expedient for the purpose of bringing the parties together and to appoint a conciliator or an arbitrator when requested by the parties concerned. In some disputes occurring in industries coming within the scope of the Industrial Disputes Investigation Act, namely, mining and certain public utility industries, preliminary inquiries by officers of the department resulted in the settlement of the matters in dispute without the necessity of the establishment of Boards of Conciliation and Investigation under that statute.

The Department of Labour has on its staff conciliators and mediators who are stationed at Vancouver, Toronto, Ottawa and Montreal. The territory of the officers resident in Vancouver comprises the four western provinces. The conciliation officers resident in Toronto confine their activities to Ontario, while the officers in Montreal cover the province of Quebec and the Maritime Provinces. The headquarters of the Chief Conciliation Officer are at Ottawa.

These officers are also charged with certain duties arising out of the administration of The Fair Wages and Hours of Labour Act, 1935, and the Fair Wages Policy applying to contracts let by the Dominion Government and to works aided by federal funds.

The following is a list of the more important cases in connection with which mediation work was performed during the year by the department. These cases indicate the good results being obtained by this service.

Mining

Coal Miners, Coal Creek and Michel, B.C.—Early in April, 1937, the Department of Labour was advised that negotiations between the management of the Crow's Nest Pass Coal Company, Limited, and its coal miners at Coal Creek and Michel, B.C., for an agreement granting recognition to the United Mine Workers of America and providing for wage increases and the adjustment of certain inequalities were not progressing favourably and that strike action had been authorized. Mediation by a departmental conciliator resulted in a settlement of all matters in dispute and the agreement, which was signed on April 20, granted recognition to the union and provided as well for wage increases. It was stated that approximately 500 miners were involved in this dispute.

Metal Miners, Wells, B.C.—On May 25, 1937, strikes occurred at the mines of the Cariboo Gold Quartz Mining Company, Limited, and the Island Mountain Mines, Limited, Cariboo District, B.C., involving approximately 385 miners, members of Local No. 253, Mine, Mill and Smelter Workers' International Union, an affiliate of the Committee for Industrial Organization. The conciliation services of the federal Department of Labour were at once offered to both the employers and the strikers, and the attention of the latter was directed to a provision of the Industrial Disputes Investigation Act which makes it unlawful for mine employees to go on strike on account of any dispute prior to or during a reference of such dispute to a Board of Conciliation and Investigation estab-

lished under the Act. After some delay the offer of conciliation was accepted by the strikers, and an officer conferred, in Wells, with the strikers' committee on May 31. The conciliator endeavoured to persuade the men to resume work pending the establishment of a Board of Conciliation and Investigation, but this could not be accomplished. The strike appeared to have been precipitated by a dispute which arose over a demand of the miners to be promoted strictly on a seniority basis, rather than on merit, but demands were later submitted for recognition of the union, for the reinstatement of all employees without discrimination, for a 48-hour week where possible and also for an upward adjustment in wages. The departmental officer held numerous conferences with the parties involved but was unable to find any basis of settlement. Both mines remained closed until July 15, when the Cariboo mine reopened with a staff of about 100 men, most of whom had joined a new company union known as the Cariboo Gold Quartz Co-Operative Association. This staff was gradually increased to the normal strength of approximately 250 men. At the Island Mountain mine full operations were resumed on August 16, with a staff of over 100 men.

Coal Miners, Cumberland and Nanaimo, B.C.—In the spring of 1937 miners, members of District No. 18, United Mine Workers of America, employed by the Western Fuel Corporation, Limited, Nanaimo, and Canadian Collieries (Dunsmuir), Limited, Cumberland, B.C., which are under joint management, requested an agreement giving recognition to the union and providing for increased rates of pay and changes in working conditions. Early in July, negotiations between the management and representatives of the miners having been unsuccessful, a conciliation officer of the Department of Labour endeavoured to arrange further conferences between the parties involved. The management stated, however, that it could not enter into any agreement which would entail increased operating costs. As the miners threatened to strike, the conciliator urged that application be made for the establishment of a Board of Conciliation and Investigation, as required by the Industrial Disputes Investigation Act. The application was subsequently made and a board established. The dispute was terminated through this procedure.

Coal Miners, Hillcrest, Alta.—On September 18, 1937, an application was made to the Department of Labour on behalf of coal miners employed by the Hillcrest Collieries, Limited, Hillcrest, Alta., for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act, after efforts to secure an agreement with the company giving recognition to the United Mine Workers of America and embodying wages and working conditions had failed. The miners, members of Local Union No. 1058, threatened strike action. A mediator of the Department of Labour visited Hillcrest and interviewed both parties to the dispute. The general manager of the company contended that the United Mine Workers of America did not represent a majority of the employees and he definitely refused to meet the committee of union members which had been appointed to represent the miners. To clarify the point the parties affected took a ballot at the pit head and the result indicated that a large majority of the men desired to have the United Mine Workers of America represent them. An agreement between the management of the company and officials of the union was signed on November 23, 1937. The application stated that 260 miners were affected by this dispute.

Coal Miners, Drumheller District, Alta.—Coal miners, members of the United Mine Workers of America, employed by the Midland Coal Mining Company, Limited, and the Newcastle Coal Company, Limited, ceased work on November 3, 1937, as a culmination of disputes with the management over timbering conditions in the mines. On the following day miners employed at the A.B.C. and Brilliant Collieries also ceased work, bringing the total number

on strike to 589. A conciliator of the Dominion Department of Labour endeavoured to bring about a conference between the mine operators, union officials and the committee representing the men, but the operators refused to take part in a conference until the men had returned to work. The strikers agreed to this and operations were resumed on the 8th. At the conference which followed it was decided to place the matter before an independent chairman, as provided in the terms of the existing agreements.

Employees of Sterling Collieries Company and Coal Valley Mining Company, Limited, Sterco and Coal Valley, Alta.—On February 18, 1938, an application was received in the Department of Labour for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act to deal with a dispute existing at the mines of the Sterling Collieries Company, Limited, and the Coal Valley Mining Company, Limited, Sterco and Coal Valley, Alta. The application stated that there were 37 employees affected, members of Locals 46 and 46A, International Union of Operating Engineers, and that the dispute related to the employees' request for the restoration of the wage rates and working conditions provided in the 1929-31 agreements. Since December 31, 1932, ten per cent had been deducted from the total periodical pay-roll earnings. Following receipt of this application a conciliation officer of the Department of Labour proceeded to Edmonton, Sterco and Coal Valley and conferred with officials of the two companies concerned and officers of the union making the application, and also with officers of another union, the Western Association of Mechanical and Electrical Engineers, which had signed an agreement on February 15 with the Coal Valley Mining Company and claimed the right to negotiate for all employees of the two companies. It was finally agreed that wage agreements would be negotiated with the companies by the steam shovel men and dinkey locomotive engineers through the International Union of Operating Engineers and by the "auxiliary" employees through the Western Association of Mechanical and Electrical Engineers.

MANUFACTURING

Glass Factory Workers, Hamilton and Wallaceburg, Ont., and Redcliffe, Alta.—The last annual report of the Department of Labour carried a reference to strikes which had been called in the plants of the Dominion Glass Company, Limited, Hamilton and Wallaceburg, Ont., and Redcliffe, Alta., in August, 1936, by the American Flint Glass Workers' Union of North America when the demands for increased wages and recognition of the union made by employees in the Hamilton plant were not conceded. No request was received from either party to the dispute for the conciliation services of the federal Department of Labour, but early in December, 1936, the department, on its own initiative, interested itself in the matter and during the following weeks several conferences were held with officials of the company and with representatives of the union. In the interval operations in the Hamilton and Wallaceburg plants had been resumed to a large extent and many of the strikers had been replaced. Officials of the company eventually agreed to reinstate, without delay, several of the workmen from the mould shops and to give preference of employment to the remainder in other departments of the plants as opportunity offered pending vacancies in their own line of work. A number of the men accepted this arrangement and returned to work during May, 1937, but the strike was not officially called off by the union. At Redcliffe work was resumed early in September, 1937.

Shoe Factory Workers, Perth, Ont.—On May 10, 1937, a request was received for the conciliation services of the Department of Labour in connection with a strike of 100 employees of the Perth Shoe Company, Limited, Perth, Ont., which had been in effect since April 14. The strike had been called to enforce union recognition and a closed shop agreement, but subsequently a demand was made for wage increases of 5 cents an hour for time workers and 10 per cent for piece workers. A departmental officer conferred with the employers and with a committee representing the strikers on May 10 and 11, and late on the evening of the 11th a settlement was reached. Work was resumed on the 17th. Under the terms of the agreement provision was made for wage increases of $2\frac{1}{2}$ cents per hour for time workers and 5 per cent for piece workers, for union recognition for all union employees, for the recognition of a shop committee and for the resumption of work on a seniority basis. Approximately 221 persons were employed in this factory.

Printing Pressmen, Hamilton, Ont.—On June 28, 1937, the services of a conciliation officer of the Department of Labour were requested in connection with a dispute between the National Paper Goods Company, Limited, Hamilton, and certain of its employees in the press room. The officer assigned to the case ascertained that the seven men involved had on numerous occasions requested wage increases. The request not having been granted, the men, on June 18, asked for their pay and ceased work. Some of them secured temporary employment elsewhere. The company at once started replacing the men and by the 23rd had employed sufficient help to continue the work. The general manager of the company stated that he was quite willing to re-engage his former employees when vacancies occurred but refused to discharge any of the men then working.

Tannery Employees, Toronto, Ont.—At the request of representatives of the Shoe Workers' Union and Allied Crafts, made on July 19, 1937, a conciliator of the Department of Labour endeavoured to reopen negotiations with the management of A. R. Clarke and Company, Limited, Toronto, looking to the reinstatement of certain former employees who had ceased work when a strike had been called by the union on June 1 in protest against the employment by the company of a non-union worker. The officials of the union had failed in their efforts to bring about an agreement covering wages and working conditions. The conciliator found that while the manager refused to confer with officers of the union and also that most of the vacancies had been filled, it was still possible to find employment for about 40 men. The attitude of the management was made known to the strikers' representatives, and, though the strike was not called off, a large majority of the men registered with the company for employment.

Cotton Factory Workers, Cornwall, Ont.—On July 20, 1937, a strike occurred of approximately 1,700 textile workers, members of the Cornwall local of the United Textile Workers of America, employed in three plants of Canadian Cottons, Limited, Cornwall, Ont., when the management of the company delayed in replying to a demand of the union for increased wages, certain changes in working conditions and recognition of the union. The conciliation services of the Department of Labour were requested by the local member of Parliament and by representatives of the union. Accordingly a departmental officer conferred, on July 22, with the general manager and other officials of the company at the head office in Montreal, and later the same day at Cornwall with a committee representing the strikers. The conciliator found that the strikers' committee was quite willing to co-operate with him, but there was no disposition on the part of the company to do likewise. Early in August, after

efforts made by other parties had failed to dispose of the issue, the union again appealed to the Minister of Labour for intervention. The minister at once offered to establish a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act, with the understanding that work would be resumed at once pending the setting up of the board. This offer was accepted by the employees but rejected by the management on the ground that it preferred to have the matter dealt with by the Industry and Labour Board of Ontario. As the dispute was not one coming within the direct scope of the aforementioned statute a board could be established only on the joint consent of both parties. The case was later dealt with by the provincial Industry and Labour Board.

Hat Factory Workers, Brockville, Ont.—On June 26, 1937, a strike occurred of approximately 175 members of Hatters' Union No. 74, United Hatters, Cap and Millinery Workers' International Union, employed by the John B. Stetson Company (Canada) Limited, Brockville, Ont. The demands included increased wages, union recognition with a closed shop agreement, the elimination of the Bedeaux system and certain minor concessions. The plant continued operations with about one-third the normal staff. Officials of the Ontario Department of Labour endeavoured to bring about a settlement, and officials of the federal Department of Labour also were kept informed of developments. A deadlock was reached, however, and early in August the company announced that the ladies' hat division had been permanently moved to another centre and all the work in connection with fall orders for men's hats contracted for at outside points, but that if a sufficient number of the strikers would signify their desire to be retained as employees of the company an effort would be made to carry on a portion of the work at Brockville. Officers of the federal and provincial Departments of Labour thereupon took joint action to bring about an adjustment. It was found that an understanding could be reached on all points with the exception of union recognition, but the strikers refused to drop this demand and the management of the company remained adamant in its refusal to make this concession. Subsequently further negotiations, instituted by officials of the provincial Government, resulted in an agreement being concluded on August 19. Provisions of the agreement included the abolition of the Bedeaux system, the reinstatement of all former employees as quickly as production should permit, the submission of the question of wages, hours and conditions of employment to the Industry and Labour Board under the provincial Industrial Standards Act and the establishment of a shop committee to be elected by the workers. Provision was also made for the reference to an arbitration board of any future disputes which the shop committee and the management should be unable to settle.

Commercial Artists, Toronto, Ont.—At the request of representatives of the Commercial Artists' Union of Toronto, Ont., a conciliator of the Department of Labour interviewed, on July 21, the manager of the Stanley Manufacturing Company, Limited, in an effort to bring about the reinstatement of certain artists who had ceased work in April, when a strike occurred of commercial artists employed by a number of firms in the city. Agreements had been reached in all the other cases. The manager of the company stated that the strikers had been replaced but that he could find employment for at least two of the men and, further, that he would be willing to re-employ the others when vacancies should occur. He declined, however, to reopen negotiations or to meet a committee for the purpose of reviewing the situation. Seven artists were involved in this dispute.

Cap Workers, Toronto, Ont.—Early in March a dispute arose between the A. A. Allan Company, Toronto, Ont., and Local Union No. 47, United Hatters, Cap and Millinery Workers, over the demand of the union for the reinstatement

of certain employees who allegedly had been dismissed. Union recognition and a signed agreement were also sought. The company maintained that the men laid off were extra men taken on during a busy period and stated they would be re-employed when work was available, and also that while it was paying union wages it would not recognize the union. Subsequently a strike occurred, which was dealt with by the Ontario Department of Labour, but a settlement was not reached. Later a representative of the union requested the conciliation services of the Dominion Department of Labour, but it was found that the company had not changed its position in the matter.

Shipyard Workers, Saint John, N.B.—On March 4, 1938, the management of the Saint John Dry Dock Company, Limited, notified the Department of Labour that various groups of the employees were pressing for wage increases and that it was the desire of the management, and of the employees as well, that a mediator of the department visit Saint John at the earliest opportunity to assist in the negotiations. A departmental officer arrived in Saint John on March 22, and, on conferring with the officials of the company, he learned that there were seven groups of employees who had made separate requests for increased wages, the main groups being the machinists, members of the International Association of Machinists, and the steel workers. At subsequent meetings with the various employees' committees it was learned that the smaller groups would be willing to accept whatever wage increase was given to the more important groups. At a joint meeting of the company officials and the steel workers' committee a wage increase of thirteen per cent was offered and accepted. Certain revisions of working conditions were also agreed to, the most important being the institution of an eight-hour day in place of the nine-hour day then in effect. The machinists insisted upon a substantially larger increase in wages but some time later they agreed to accept the adjustment which had been agreed to by the other groups concerned.

TRANSPORTATION AND COMMUNICATION

Railroad Conductors and Trainmen, Quebec Central Railway Company, Sherbrooke, P.Q.—At the close of the last fiscal year there remained untermimated a dispute involving the Quebec Central Railway Company and its conductors and trainmen. Efforts on the part of conciliators of the Department of Labour over a period of several months failed to end the controversy and serious friction developed. Consequently, early in September, 1937, His Honour Albert Constantineau, Judge of the County Court for the counties of Prescott and Russell, Ontario, was appointed a Commissioner under the provisions of Part I of the Inquiries Act to investigate the dispute. The appointment was made on the recommendation of the Minister of Labour in accordance with the provisions of Section 65 of the Industrial Disputes Investigation Act.

Clerks, Checkers, Elevator Operators and Freight Handlers, Digby, N.S.—On July 17, 1937, an application was received in the Department of Labour for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act to deal with a dispute involving 46 clerks, checkers, elevator operators and freight handlers, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, employed by the Canadian Pacific Railway Company at Digby, N.S. The application stated that the management of the company had declined to meet the employees' request for their inclusion in the agreement covering similar employees at Reed's Point Wharf, Saint John, N.B., and an adjustment in wages to conform to those specified in this agreement. Mediation by officers of

the Department of Labour resulted in a settlement of the issue without the necessity of board procedure. The agreement, which became effective September 1, 1937, covered the employees at Digby only and provided for increased rates of pay and minor changes in working conditions.

Telegraph Messengers, Canadian Pacific Railway Company, Montreal, P.Q.—At the close of March, 1937, negotiations between the Canadian Pacific Railway Company and representatives of its telegraph messengers, members of Local No. 269, Canadian Brotherhood of Railway Employees, employed in the communication department (commercial), which had been arranged through the conciliation service of the Department of Labour, were still under way. The messengers, stated to number 96, had requested an agreement covering rates of pay and working conditions and when this was not granted application was made to the Department of Labour for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act. Early in June, as a result of an understanding reached with the employing company, the applicants withdrew the board application, and late in October the department was advised that an agreement had been consummated.

Telegraph Messengers, Canadian National Railways, Montreal, P.Q.—The last annual report of the department also contained particulars of a dispute then existing between the Canadian National Railways and its telegraph messengers, members of Local No. 268, Canadian Brotherhood of Railway Employees. In this instance, as well, application had been made for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act, and the case received attention jointly with that affecting the messengers in the Canadian Pacific service. The board application was withdrawn in May and later a settlement was reached on all points with one exception. Representatives of the messengers subsequently stated that this one outstanding point would not be pressed further at that time.

Coal Handlers, Montreal, P.Q.—As referred to in the last annual report of the department, a delegation representing coal handlers, members of the National Independent Coal Handlers' Association of Montreal, Inc., interviewed, on February 24, 1937, officials of the Department of Labour in regard to certain grievances they had against their employers, the Dominion Coal Company and the Canadian Import Company of that city. Full details of these complaints were set out in a letter to the department under date of March 10, and the matter was at once referred to the departmental conciliator resident in Montreal. Numerous conferences of representatives of the parties involved followed, in which the departmental officer participated. About this time the aforementioned union affiliated with the National Independent Coal Handlers' Association, and still later these same workers were organized into Local 1450 of the International Longshoremen's Association. Early in June, when an officer of this latter union endeavoured to open negotiations with the employers, it became known that they (the employers) had entered into an agreement with l'Union Nationale des Deschargeurs de Charbon, a newly organized union of these same workers. A dispute thereupon arose as to the legality of this new union and the agreement between it and the employers mentioned. At a subsequent meeting the companies stated that should the Union Nationale approach them asking for a transfer of the contract to the International Longshoremen's Association consideration would be given to the request. This action, however, apparently was not taken.

Steamship Checkers and Coopers, Montreal, P.Q.—On April 8, 1937, an application was received in the Department of Labour for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act to deal with a dispute between the Canada Steamship Lines, Limited,

and certain of its employees being checkers and coopers, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. The application stated that the management of the employing company had refused to open negotiations for an agreement covering wages and working conditions. A few days later the department was notified that the company had entered into an agreement with the Union des Travailleurs du Port de Montréal, Inc., covering all longshore and freight handling work in the port of Montreal for 1937, and that the union had advised all checkers and coopers that they must become members of this organization if they wished to continue their employment with the company. The Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees thereupon gave notice that its members would refuse to handle cargo of the Canada Steamship Lines, Limited, at Port Arthur and Fort William, Ontario, if an amicable settlement was not reached prior to May 1. This dispute received the immediate attention of departmental conciliators, and conferences which were held resulted in the withdrawal of these two classes from the agreement with the Union des Travailleurs du Port de Montréal, Inc., and their inclusion in a separate agreement, dated May 14, between the Canada Steamship Lines, Limited, and a committee of the employees. The committee was composed of members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. The application stated that fifty employees were affected by this dispute.

Steamship Freight Handlers, Toronto, Hamilton and Point Edward, Ont.—At the opening of navigation early in April, 1937, longshoremen, freight handlers and checkers employed by the Canada Steamship Lines, Limited, the Terminal Warehouse, Limited, and the Tree Line Navigation Company, Limited, at Toronto, Ont., ceased work demanding increased wages. Longshoremen employed at Hamilton and Point Edward also ceased work about the same time. At the beginning of the dispute the men at Toronto and Hamilton were members of an independent labour union and the workers at Point Edward were members of the International Longshoremen's Association, but after the strikes occurred charters in all three cases were taken out with the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees. At the request of representatives of the workers, officials of the Department of Labour mediated, and as a result of understandings reached work was resumed on May 17. Subsequently agreements covering the work in all three ports were signed with the union. It was stated that 714 persons were affected by this dispute. A dispute between the Canada Steamship Lines, Limited, and its longshoremen at Windsor, Ont., was also terminated at this time by a signed agreement.

Longshoremen Unloading Cargo of Canadian Barges, New York City, N.Y.—On June 15, 1937, the president of the Donnacona Paper Company, Quebec, P.Q., notified the Department of Labour that members of the International Longshoremen's Association in the port of New York had refused to unload barges operated by his company for the reason that the crews of these barges were not members of the International Seamen's Union of America. The president stated that he was unaware of any demands having been made upon his company by this union for an agreement and that the question of union recognition had never been raised by members of these crews at any time. A conciliation officer of the department at once interviewed an official of the Canadian Seamen's Union, which is affiliated with the International Seamen's Union of America, and an official of the Shipping Federation of Canada at Montreal. As a consequence of these interviews the matter was adjusted.

Electric Railway Switchmen, Oshawa, Ont.—On June 21, 1937, twenty-one freight switchmen employed by the Oshawa Electric Railway Company, controlled by the Canadian National Railways, resigned individually from the company's service, their request for the standard rates of pay applicable on steam railways having been refused by the company. This action resulted in the suspension of traffic in the yards of the General Motors Company, and a closing down of the plant appeared imminent. The railway company, however, replaced a few of the employees with men from the railway shops in Oshawa, and operations were partially resumed. At the request of officials of the Canadian National Railways a conciliator of the Department of Labour conferred, in Oshawa, with officials of the employing company and officers of the Brotherhood of Railway Trainmen, and subsequently conferences were held in Ottawa with the parties concerned. As a result of these discussions the men resumed work on June 28.

Grain Elevator Employees, Port Arthur and Fort William, Ont.—During the latter part of September, 1937, the Vice-President of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees informed the Department of Labour that difficulty was being experienced in securing agreements with the Manitoba Pool Elevators, Limited, the Saskatchewan Pool Terminals, Limited, the McCabe Brothers Grain Company, Limited, and the Eastern Terminal Elevators, Limited, covering their employees at the head of the lakes, and a request was made for mediation. An officer of the Department of Labour conferred with officials of the employing companies and officers of the union in Winnipeg, and later in Port Arthur and Fort William. It was ascertained that the employees desired an agreement covering wages and working conditions and recognition of the union. Officials of all the companies concerned stated that they were unaware that the employees had any grievances either as to wages or conditions of employment, and all stated that they were quite willing to meet a committee of the workers to discuss such matters. With the exception of the McCabe Brothers Grain Company, the companies stated they had no objection to a union representative attending any such meetings in an advisory capacity. The right of the brotherhood to represent the majority of the employees involved was questioned but enquiries by the departmental officer showed that the majority of the men concerned were members of the union. No definite progress was made towards an agreement, however, and at the close of the fiscal year the matter was still the subject of correspondence.

Seamen Employed on Ships Operating on the Great Lakes.—Announcement was made in September, 1937, by the Canadian Seamen's Union that a general strike would occur at midnight on September 28 of seamen, members of that union, employed by 22 shipping companies operating on the Great Lakes, unless agreements could be reached with the employers providing for wage increases of 15 to 20 per cent. It was also intimated that approximately 6,000 longshoremen, members of an international organization, would join in a sympathetic strike, thereby completely tying up shipping and preventing the fall shipments of grain from the head of the lakes to winter ports to be available for export purposes. The mediation services of the Department of Labour were requested by the secretary-treasurer of the union at Montreal, and a mediator at once arranged conferences between officials of several of the larger companies and representatives of the men. On the morning of the 28th the department was advised that a settlement had been reached between the Canada Steamship Lines, the largest employer, and the Canadian Seamen's Union, and that negotiations with the other companies were under way. It was stated that more than 6,000 seamen would benefit by the increases of 15 per cent to 25 per cent. Approximately 3,500 seamen were affiliated with the union.

Railway Employees, Temiscouata Railway Company, Riviere du Loup, P.Q.—On January 26, 1938, an application for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act was received in the Department of Labour from all classes of employees, other than those engaged in the running trades, of the Temiscouata Railway Company, a dispute having arisen when the employees made a demand for increased wages. On February 1 a conciliation officer of the Department of Labour conferred with the president of the company at Sherbrooke, P.Q., when it was ascertained that the company's financial position was not such as to permit of wage increases at that time. Subsequently arrangements were made by the department for a committee of the employees and the president of the company to confer with officials of the Department of Labour at Ottawa, and this conference was held on February 22. On this occasion all points involved were frankly discussed, and the president of the company gave an undertaking that as soon as the earnings of the company had improved sufficiently an increase in wages would be the first consideration. As a result of this discussion the employees allowed the matter to drop.

Electrical Workers, Quebec, P.Q.—A dispute concerning wages and working conditions started on January 14, 1938, between the Quebec Power Company, Quebec City, and certain of its employees being members of Local B-1106 of the International Brotherhood of Electrical Workers. Increases in wages and improved working conditions were requested by the employees. After some direct negotiations it was found that the parties could reach an agreement on working conditions but not on wages. On February 25 the department received an application for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act. On March 1 a conciliation officer of the Department of Labour interviewed both parties with a view to bringing about a settlement. Subsequently officials of the company and representatives of the employees held several conferences, which resulted in an agreement being reached. The board application was withdrawn on March 26.

Telephone, Electric Light and Power Department Employees, Edmonton, Alta.—On September 3, 1937, an application was received in the Department of Labour for the establishment of a Board of Conciliation and Investigation under the Industrial Disputes Investigation Act to deal with differences between the Corporation of the City of Edmonton and employees in the Telephone Department and Electric Light and Power Department. The employees, approximately 100 in number, members of the Canadian Electrical Trades Union, had requested restoration of the 1929 wage rate and certain changes in working conditions. Subsequently the city made effective a \$5 per month wage increase for all civic employees, including the aforementioned groups. Later, at a conference between the City Commissioners, the employees' representatives and a conciliation officer of the Dominion Department of Labour on November 2, it was decided to leave the matter in abeyance pending the inauguration of the new city council in November. Early in 1938 the department was advised that the employees had changed their affiliation to the International Brotherhood of Electrical Workers. During the latter part of February a conciliation officer of the department, while in Edmonton in connection with other matters, discussed with the parties affected the situation then existing, and it is understood that direct negotiations were opened between the new local union and the civic authorities.

Crews of Whaling Vessels, Victoria, B.C.—On March 1, 1938, the conciliation services of the Department of Labour were requested in connection with a dispute which had arisen between the Consolidated Whaling Corporation,

Limited, Victoria, B.C., and the Inland Boatmen's Union of the Pacific as to an agreement for 1938. It was stated that an agreement had been in force until October 30, 1937, but when officials of the union had approached the management of the company on February 22, 1938, to discuss a renewal of the agreement they had been informed that the company did not propose to enter into an agreement with any union, although no objection was taken to the employees belonging to any union they wished. In the meantime the employing company had been signing on a crew for the supply ship *Gray*, not members of the Inland Boatmen's Union, in anticipation of sailing on March 4. A departmental conciliation officer interviewed both parties in Victoria on the afternoon of March 2. The manager of the company explained that the crews of the whalers were engaged only for six months and their connection with the company terminated at the end of each season. Nevertheless, the company was willing to continue the wages and conditions as set out in the 1937 agreement, but definitely refused to sign an agreement with any union. The *Gray* sailed on March 4 and, with the object of preventing further trouble when the whaling fleet sailed, the departmental officer visited Seattle, Washington, on March 19 and conferred with the president of the company, who stated he would visit Victoria to discuss the matter with the local officials. The department was later advised that the whole matter had been satisfactorily adjusted.

Deck Officers of Whaling Ship, Victoria, B.C.—The attention of the department was drawn, on March 1, 1938, to the refusal of the Consolidated Whaling Corporation, Limited, Victoria, B.C., to continue its agreement with the Canadian Merchant Service Guild, Inc., covering the rates of pay and conditions of service of the deck officers of the supply ship *Gray*. A departmental conciliator conferred with officials of the union at Victoria on March 2, and learned that the company had signed on new officers, the captain only being a member of the guild. The guild insisted upon the maintenance of the agreement and the employment of guild members only, which the company refused to consider. The *Gray* sailed on March 4, and the departmental officer subsequently conferred in Seattle with the president of the company, who undertook to discuss the whole matter with the local manager in Victoria. At the close of the fiscal year there were indications that an amicable settlement would be reached.

SERVICE.

Stationary Engineers, Hamilton, Ont.—On January 15, 1938, a telegraphic request for the services of a conciliation officer was received in the Department of Labour from the secretary of the Hamilton local of the International Union of Steam and Operating Engineers to deal with a strike of stationary engineers at McMaster University, Hamilton, Ont. Upon arriving in Hamilton the conciliator learned that union agreements had been in effect from the time the university opened until 1935. In December, 1937, officials of the union approached officials of the university for an agreement giving recognition to the union and, when this was refused, a strike was called on January 15, 1938. Four engineers were employed at the university, three of whom ceased work. These were at once replaced and the strike was ineffective so far as the university was concerned. The departmental conciliator was not able to secure a settlement in this instance. While in Hamilton he learned that this dispute had already received the attention of the provincial Department of Labour.

III. FAIR WAGES POLICY

The Department of Labour has been administering the Fair Wages Policy of the Government of Canada since 1900, when the following resolution was adopted by the House of Commons:—

That it is resolved that all Government contracts should contain such conditions as will prevent abuses which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy and deems it the duty of the Government to take immediate steps to give effect thereto.

It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.

The Government's Fair Wages Policy was later expressed in the form of an Order in Council dated June 7, 1922, to which certain amendments were made by Orders in Council of April 9, 1924, and December 31, 1934. These Orders in Council contain certain conditions respecting wages rates and working hours, those marked "A" being applicable to Government contracts for building and construction work, and those marked "B" being observable in connection with the Government contracts for the manufacture of fittings for public buildings and various classes of governmental supplies.

POLICY IN RESPECT OF BUILDING AND CONSTRUCTION CONTRACTS

By the adoption of The Fair Wages and Eight Hour Day Act in 1930, statutory effect was given to the Fair Wages Policy in so far as concerns the construction, remodelling, repair or demolition of any works for the Government of Canada, whether carried out under contract or by workmen employed by the Government who are exempt from the operation of the Civil Service Act. At the 1935 session of Parliament, however, there was passed The Fair Wages and Hours of Labour Act, 1935, which, when it came into force on May 1, 1936, superseded the 1930 statute. Section 3 of the new Act provides as follows:—

(1) Every contract made hereafter with the Government of Canada for construction, remodelling, repair or demolition of any work shall be subject to the following conditions respecting wages and hours:—

- (a) All persons in the employ of the contractor, subcontractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages;
- (b) The working hours of persons while so employed shall not exceed eight hours per day nor forty-four hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister.

(2) The provisions of this section shall not apply to the purchase of materials, supplies or equipment, for use in the work contemplated, under any contract of sale and purchase.

Section 4 of The Fair Wages and Hours of Labour Act applies the foregoing conditions to all workmen employed by the Government of Canada on such works as are described above, who are excluded from the operation of the Civil Service Act.

The Act in question extends the application of the Fair Wages Policy also to agreements for works of construction, remodelling, repair or demolition which are assisted by federal grant in the form of contribution, subsidy, loan, advance or guarantee.

In the case of railway construction, it is required by section 244 of the Railway Act (chapter 170 of the Revised Statutes of Canada, 1927) that:—

(1) In every case in which the Parliament of Canada votes financial aid by way of subsidy or guarantee towards the cost of railway construction, all mechanics, labourers, or other persons who perform labour in such construction, shall be paid such wages as are generally accepted as current for competent workmen in the district in which the work is being performed; and if there is no current rate in such district, then a fair and reasonable rate.

(2) In the event of a dispute arising as to what is the current or a fair and reasonable rate, it shall be determined by the Minister, whose decision shall be final.

When it is proposed to undertake any government contract for the construction, remodelling, repair or demolition of any work, the department of government concerned therewith is required to indicate to the Department of Labour the nature, locality and estimated cost of such work, and also the classes of labour which will be employed. Thereupon the Department of Labour prepares and furnishes, for insertion in the specification for the proposed work on which tenders are to be taken, a schedule setting forth the minimum rates of wages and the maximum hours of labour which are to apply under the Government's policy for the various classes of workmen to be employed. This schedule afterwards becomes part of the contract and contractors are required to post copies of it conspicuously on the job for the information of the workmen engaged in the execution of the work. The government departments concerned are further required to furnish monthly to the Department of Labour returns showing the nature of all contracts entered into during the preceding month to which the labour conditions supplied by the Department of Labour were applicable, together with the names and addresses of the contractors, the dates and amounts of the contracts, and the texts of the fair wages schedules and other labour conditions inserted in such contracts, which information is then published by the Department of Labour in its official monthly journal, the *Labour Gazette*.

During the fiscal year under review the Department of Labour prepared fair wages conditions for insertion in 703 building and construction contracts proposed to be executed by departments of government as follows: Agriculture, 1; Canadian Broadcasting Commission, 7; Fisheries, 12; Mines and Resources, 13; National Defence, 206; National Harbours Board, 14; National Research Council, 2; Public Works, 225; Royal Canadian Mounted Police, 5; Salvage Division of the Treasury Office, 51; and Transport, 167. Of this number, 489 contracts had been awarded up to the close of the fiscal year, involving an expenditure of approximately \$13,689,686.

The Department of Labour received numerous complaints during the year regarding alleged non-observance by contractors and subcontractors of the labour conditions set out in these government contracts, these complaints relating either to the wages paid, the hours worked, or the classification of the work performed. Each complaint was thoroughly investigated by a fair wages officer or other official of the Department of Labour, and when it was found to be justified the contractors were required to make the necessary wages adjustments with the workmen concerned for the full period involved.

POLICY IN RESPECT OF CONTRACTS FOR THE MANUFACTURE AND OVERHAUL OF AIRCRAFT, FOR THE CONSTRUCTION AND REPAIR OF VESSELS, ETC., AND FOR DREDGING WORK

Owing to the large and increasing number of contracts which are being placed by the federal Government for the manufacture and overhaul of aircraft, for the manufacture of munitions, and for the construction and repair of boats of various types, it is now the policy of the Government to insert in

such contracts schedules which have been drawn up in consultation between the Department of Labour and the other government departments concerned, setting forth the minimum rates of wages and the maximum hours to be observed in the execution of the respective undertakings throughout the country.

There were also forty-eight dredging contracts awarded during the year, most of which contained a provision for the observance of current or fair and reasonable rates of wages and working hours. In a few cases, however, schedules of wages rates and hours were furnished for inclusion in the contracts.

The Department of Labour co-operated closely with the government departments concerned in ensuring that the contract conditions were strictly enforced.

POLICY IN RESPECT OF CONTRACTS FOR THE MANUFACTURE OF INTERIOR FITTINGS, SUPPLIES, EQUIPMENT, ETC.

The attention of the Government having been directed to low wages rates paid in certain industries, particularly in the case of unskilled labour, both male and female, an Order in Council was adopted on December 31, 1934, rescinding the "B" labour conditions previously applied to such contracts and substituting other conditions therefor. The original provision for the payment of not less than current rates, or fair and reasonable rates if there are no current rates, is retained in the new conditions, but with the added proviso that in no event shall the wage rate for male workers 18 years of age and over be less than 30 cents an hour, and for female workers 18 years of age and over less than 20 cents an hour. It is also provided that males and females under 18 years of age shall be entitled to rates of wages not less than those provided for women and girls in the minimum wage scales of the respective provinces, and that in any case where the provincial minimum wage laws require the payment of higher wages than those set out above, such higher wage rates shall apply in the execution of federal contract work.

The following is the text of the new fair wages clause applicable under the "B" conditions to contracts for the manufacture and supply to the Government of Canada of fittings for public buildings; harness, saddlery, clothing and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers and other Government officers and employees; mail bags, letter boxes and other postal stores; and any other articles and things which may be designated by the Governor in Council:—

All workmen, labourers, or other persons who perform labour in the construction of the work hereby contracted for, shall be paid such wages as are generally accepted as current from time to time during the continuance of the contract for competent workmen in the district in which the work is being performed for the character or class of work in which they are respectively engaged, and if there be no current rate in such district, then a fair and reasonable rate. In no event shall the wages be less than those set out in the schedule of minimum rates hereunder. The working hours shall be those fixed by the custom of the trade as respects hours in the district where the work is carried on, or if there be no custom of the trade as respects hours in the district, then fair and reasonable hours, except for the protection of life and property, or on due cause shown to the satisfaction of the Minister of Labour. Where there are special circumstances which in the judgment of the Minister of Labour make it expedient that he should do so he may decide what are the current or fair and reasonable rates of wages for overtime, and what is the proper classification of any work for the purposes of wages and hours. Immediately upon receipt of notice of any decision of the Minister of Labour hereunder the contractor shall adjust the wages and hours and classification of work so as to give effect to such decision. In the event of a dispute arising as to what is the current or a fair and reasonable rate of wages, or what are the current hours fixed by the custom of the trade or fair and reasonable hours or as to rates for overtime it shall be determined by the Minister of Labour, whose decision shall be final; payment may also be withheld of any moneys which would otherwise be payable to the contractor until the Minister of Labour's decision has been complied with. By the term "current wages" and the term "hours of labour fixed by the custom of the trade" in the foregoing are meant respectively the standard rates of wages and hours of labour either recognized by signed agreements between employers and workmen in the district from which the labour required is necessarily drawn or actually prevailing, although not necessarily recognized by signed agreements.

SCHEDULE OF MINIMUM WAGE RATES

Males (18 years of age or over), 30 cents an hour minimum.

Females (18 years of age or over), 20 cents an hour minimum.

Males and females under 18 years of age shall not receive less wages than those provided for women and girls in the minimum wage scale of the province in which this work is performed.

In certain of the Maritime Provinces where no minimum wage legislation is in effect, the contractors shall pay to males and females under 18 years of age wages not less than those provided for women and girls in the Minimum Wage Act of the province of Nova Scotia.

In any province where the minimum wage legislation requires payment of wages in excess of those above set out, such higher rates shall apply on this work.

The greater number of the contracts placed during the year for the manufacture of the above-mentioned governmental supplies was awarded by the Department of National Defence to cover the requirements of the naval, military, and air forces throughout Canada. The Post Office Department and the Royal Canadian Mounted Police also placed numerous orders for miscellaneous supplies and equipment, while the Department of Public Works awarded a large number of contracts for the manufacture of interior fittings for public buildings, all coming under the provisions of the "B" labour conditions.

The Department of Labour collaborated with each of these departments in enforcing the observance of the proper labour conditions in the manufacture of the supplies and equipment in question; and in a number of cases the contractors were required to make adjustments in the wages rates and to reduce the working hours of their employees in order to secure compliance with the terms of the government contracts.

IV. INDUSTRIAL DISPUTES INVESTIGATION ACT

This statement constitutes the thirty-first annual report of proceedings under the Industrial Disputes Investigation Act. The statute, which became law on March 22, 1907, and was amended in 1910, 1918, 1920 and 1925, appears as chapter 112 of the Revised Statutes of Canada, 1927.

The only change during the fiscal year in the status of the Industrial Disputes Investigation Act occurred in the province of British Columbia. There had been on the statute books of that province since 1925 legislation entitled the "Industrial Disputes Investigation (British Columbia) Act", making the Dominion Industrial Disputes Investigation Act applicable to every dispute of the character defined in the latter statute which came within provincial jurisdiction. During its 1937 session the British Columbia Legislature passed a new law repealing the enabling legislation and providing provincial machinery for dealing with industrial disputes which fall within the legislative jurisdiction of the province. The new statute, entitled the "Industrial Conciliation and Arbitration Act", was assented to on December 10, 1937. In British Columbia, therefore, the Dominion Industrial Disputes Investigation Act now applies directly only to disputes in relation to employment upon or in connection with works, undertakings or business within the legislative authority of the Parliament of Canada or not within the exclusive legislative authority of the provincial legislature, or disputes which the Governor in Council may by reason of any real or apprehended national emergency declare to be subject to the provisions of the Act.

THIRTY-ONE YEARS' OPERATIONS

Applications under the terms of the Industrial Disputes Investigation Act from its inception on March 22, 1907, to March 31, 1938, numbered 895, and Boards of Conciliation and Investigation were established in 564 cases. A few of these boards dealt with two or more applications. In the cases in which boards were not granted settlements were effected by agencies other than those provided by the Industrial Disputes Investigation Act or it was found that the machinery of the statute could not be utilized. In only 39 cases was the cessation of work which threatened not averted, or the strike which had already been entered upon not ended, as a result of board procedure.

THE FISCAL YEAR 1937-38

Twenty-nine applications for the establishment by the Minister of Labour of Boards of Conciliation and Investigation under the provisions of the Industrial Disputes Investigation Act were received during the fiscal year ending March 31, 1938. Thirty-four applications appear in the record for that period, however, proceedings in regard to five applications received during the preceding year having continued into 1937-38. Approximately 18,000 employees were directly concerned in these disputes, which were distributed amongst the different industries as follows: coal mining, five; steam railways, four; street and electric railways, three; motor transportation, one; shipping, five; telegraphs, four; telephones, two; and light and power and waterworks, ten.

Seven boards were established during the fiscal year, three of which dealt with two, three and five applications, respectively. Three boards constituted during the preceding fiscal year submitted their reports during 1937-38.

Of the ten boards which functioned three presented unanimous reports, which were in each case accepted by the parties concerned as a settlement of the dispute. In the case of four boards the members were unable to reach agreement. The majority findings of one of these boards were made partially effective;

the recommendations contained in the minority report were put into effect in the second case; and while in the other two cases the recommendations of the majority of the board members were accepted by the employees, the employer had not yet, when the fiscal year closed, definitely indicated acceptance or rejection of the majority report. The proceedings of three boards were unfinished at the end of the fiscal year.

Recourse to board procedure was unnecessary in connection with twelve applications, nine disputes having been adjusted through departmental mediation and three by direct negotiations. Five applications were under consideration at the close of the fiscal period.

An analysis of the disputes by causes shows that 28 of the 34 applications dealt with related to disputes arising out of the employees' requests for increased wages, which in 16 cases constituted restoration of wage rates previously in effect. In 14 of these 28 cases the employees also requested certain changes in working conditions, and in five cases, union recognition. The cause of five disputes was stated to be the employees' desire to negotiate working agreements, and the cause of the remaining dispute, the employees' desire to revise the existing agreement.

COMMISSIONER APPOINTED

On the recommendation of the Minister of Labour and in accordance with section 65 of the Industrial Disputes Investigation Act, His Honour Albert Constantineau, Judge of the County Court for the counties of Prescott and Russell, in the province of Ontario, was appointed a commissioner on September 8, 1937, under the provisions of Part I of the Inquiries Act, chapter 99, R.S.C., 1927, to inquire into an industrial dispute involving the management of the Quebec Central Railway Company and its train service employees being members of the Order of Railway Conductors and the Brotherhood of Railroad Trainmen.

The railway conductors and the trainmen for many years had been covered by one agreement regulating rates of pay and rules of service, negotiated on their behalf by the Brotherhood of Railroad Trainmen. That organization in December, 1935, applied to the railway for revision of the agreement, and was subsequently advised that a number of conductors had notified the company of their desire to withdraw from the existing contract and had requested a separate agreement to be negotiated by a committee of the Order of Railway Conductors. The management contended that it could not take part in any negotiations respecting a new agreement until the differences between the two groups of employees had been settled.

This matter was before the Department of Labour for several months but mediation on the part of its officials proved unsuccessful. The dispute, owing to its nature, did not appear to be one for reference to a Board of Conciliation and Investigation; hence the appointment of a commissioner.

The commissioner, in his report dated November 30, 1937, expressed the opinion that the conductors on the Quebec Central Railway had the right to negotiate a schedule separate and apart from the Brotherhood of Railroad Trainmen, provided the majority of them so desired, and that only those entitled to regular employment as conductors and those who had worked as conductors at least 50 per cent of their time during the 12 months preceding the taking of the ballot should be entitled to vote on the subject. He recommended that when the conductors satisfied the company that a majority of their members desired a separate schedule, they should be allowed to negotiate for the same whenever the railway found it proper and expedient to grant their request.

On January 17, 1938, the company proceeded by secret ballot to ascertain the will of the conductors. Before the ballots were opened, however, an injunction was issued at the instance of the chairman of the Trainmen's Committee (who was a conductor), with the Brotherhood of Railroad Trainmen and three railway

conductors, members of the Order of Railway Conductors, *mis-en-cause*, restraining the company from proceeding with the vote. The case was set down for hearing before Hon. Mr. Justice White in the Quebec Superior Court on April 4, shortly after the close of the fiscal year.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned during the fiscal year 1937-38; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1938; (iii) showing by fiscal years, 1907-38, number of disputes dealt with; (iv) showing by calendar years, 1907-38, number of disputes dealt with; and (v) summarizing operations under the statute for the fiscal year ending March 31, 1938.

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1937, TO MARCH 31, 1938

Industries affected	Number of applications for boards	Number of boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, and other public utilities:—			
(1) Mining—			
Coal.....	5	3	0
(2) Transportation and Communication—			
Steam railways.....	4	0	0
Street and electric railways.....	3	2	0
Motor transportation.....	1	0	0
Shipping.....	5	0	0
Telegraphs.....	4	0	0
Telephones.....	2	0	0
(3) Miscellaneous—			
Light and power and waterworks.....	10	2	0
	34*	7†	0

* Including five cases carried over from preceding year.

† Three boards dealt with two, three and five applications, respectively.

The proceedings under the Act during the fiscal year include five cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) Canadian National Railways and its clerks and other classes of employees being members of the Canadian Brotherhood of Railway Employees; (2) London Street Railway Company and its motormen, conductors, bus operators, shopmen, barnmen, trackmen, etc., members of Division No. 741, Amalgamated Association of Street and Electric Railway Employees of America; (3) Canadian Pacific Railway Company and the telegraph messengers in its Communication Department, being members of Local 269, Canadian Brotherhood of Railway Employees; (4) Canadian National Railways and the telegraph messengers in its Telegraph Department, members of Local No. 268, Canadian Brotherhood of Railway Employees; and (5) Canadian Marconi Company and its coast station telegraphers, ships' telegraphers and trans-oceanic telegraphers, members of Canadian Marconi System Division No. 39, Commercial Telegraphers' Union.

On March 31, 1938, reports had not yet been received from three Boards of Conciliation and Investigation established during the year to deal with disputes between (1) Canadian Collieries (Dunsmuir) Limited, and Western Fuel Corporation, Limited, and their employees being members of the United Mine Workers of America; (2) various coal companies at Minto, N.B., and their employees being members of District 26, United Mine Workers of America; and (3) Royal View Mine and its employees being members of the

United Mine Workers of America. Results were pending in connection with the findings of two boards, which dealt with disputes between (1) the Corporation of the City of Winnipeg and certain of its employees being (a) waterworks supply workers, members of the Waterworks Operators' Union, (b) diggers, air compressor men and jointmakers, members of the Civic Employees' Waterworks (Diggers) Unit, One Big Union (c) linemen, cablemen, pitmen, groundsmen, troublemen, etc., members of the Linemen and Underground Civic Employees' Unit, One Big Union, (d) high pressure pumpmen, pump house employees, electricians, maintenance men, boiler operators, etc., members of the Electrical and Mechanical Workers' Unit, Federation of Civic Employees, and (e) the clerical forces and meter readers of the Hydro Electric and waterworks systems, members of the Clerical Branch of the Federation of Civic Employees; and (2) the Corporation of the City of Winnipeg and various classes of employees of its Hydro Electric System being members of the Winnipeg, Pointe du Bois and Slave Falls Units of the Union of Hydro Electrical Workers. Five applications were under consideration at the close of the fiscal year concerning disputes between (1) Hendrie and Company, Limited, and its motor truck drivers, members of the Canadian Brotherhood of Railway Employees, (2) Canadian Pacific Steamships, Limited (Trans-Pacific Service), and its marine engineers, members of Council No. 7, National Association of Marine Engineers of Canada, Inc., (3) Western Stevedore Company and certain of its employees at Fort William, Ont., being general foreman, foremen, clerical staff, stevedores, checkers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, (4) Canadian National Railways and certain of its employees at Port Arthur, Ont., being assistant general foreman, clerical staff, refrigerator inspector, stevedores, checkers, sealers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, and (5) the Canadian Press and its mechanics and automatic printer telegraph operators, members of Canadian Press System Division No. 52, Commercial Telegraphers' Union.

II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO MARCH 31, 1938

Industries affected	Number of applications for boards	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work:—		
(1) Mining and Smelting—		
Coal.....	100	12
Metal.....	21	5
Asbestos.....	1	0
(2) Transportation and Communication—		
Steam railways.....	249	7
Street and electric railways.....	150	7
Motor transportation.....	4	0
Express.....	13	1
Shipping.....	61	0
Telegraphs.....	35	1
Telephones.....	12	0
(3) Miscellaneous—		
Light and power and waterworks.....	55	3
Elevators.....	1	0
(4) War Work.....	30	1
II. Disputes not falling clearly within the direct scope of the Act.....	163	2
Total.....	895	39

III. TABLE SHOWING BY FISCAL YEARS, 1907-1938, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	1924-1925	1925-1926	1926-1927	1927-1928	1928-1929	1929-1930	1930-1931	1931-1932	1932-1933	1933-1934	1934-1935	1935-1936	1936-1937	1937-1938	Total
Number of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	19	4	19	23	22	23	23	20	13	17	16	27	21	29	895
Number of boards granted.....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	9	0	11	11	13	14	10	6	10	11	2	7	12	7	564
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	2	0	1	0	0	0	1	0	0	0	0	0	0	1	0	0	39

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in Table I. A closer examination, however, will show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during that period. The figures of the yearly statement include, therefore, disputes carried over from the previous year which were counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken only of the number of applications received during the year and thus brought within the purview of the statute.

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1938, NUMBER OF DISPUTES DEALT WITH

	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938 3 mos.	Total
Number of applications..	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	22	4	14	26	25	21	22	19	16	16	13	23	24	8	895	
Number of boards granted	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	9	13	13	13	10	6	8	12	4	7	10	9	0	564
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	0	0	1	0	0	1	0	0	0	0	0	1	0	0	0	39	

* The act became law on March 22, 1907, so that the proceedings cover nine months only.

† To the end of the fiscal year, March 31.

(The remark following Table III applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1937, TO MARCH 31, 1938

I. MINES, AGENCIES OF TRANSPORTATION AND COMMUNICATION, AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister, under Section 9, Subsection (a), of the I. D. I. Act, on recommendation from the party concerned.
2. Appointed by the Minister, under Section 9, Subsection (b), of the I. D. I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister, under Section 9, Subsection (c), of the I. D. I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 9, Subsection (d), of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING

COAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (b) employer; (a) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
July 17, 1937	Canadian Collieries (Dunsmuir), Limited, and Western Fuel Corporation, Limited, and their employees being members of the United Mine Workers of America.	Employees...	Cumberland and Nanaimo, B.C.	1,800 dir.	Employees' request for union recognition, increased wages and certain alterations in existing conditions of work.	Leonard W. Brockington, K.C.; (c) George Kidd, (b) Angus J. Morrison, (a) I.	July 31, 1937	Sept. 3, 1937 (interim)	The board presented a unanimous interim report announcing a provisional decision, including recognition of the union and the principle of the closed shop, which had been accepted by both parties as a basis for future negotiations. The board then stood adjourned to allow a committee set up by the companies and the union to endeavour to evolve a system of contract labour on terms satisfactory to both sides. An agreement as to wages and working conditions, however, was not reached, and at the joint request of the parties concerned the board was instructed on March 17, 1938, to reconvene.
Sept. 18, 1937	Hillcrest Collieries, Limited, and its employees being members of Hillcrest Local Union No. 1058, United Mine Workers of America.	Employees...	Hillcrest, Alta.	260 dir.	Employees' request for union recognition and an agreement covering wages and working conditions.	.....	.....	.....	The company contended that the United Mine Workers of America did not represent a majority of its employees. This point was discussed on various occasions with the parties concerned, who agreed to take a ballot at the pit head. A large majority voted in favour of joining the United Mine Workers of America, and an agreement was subsequently negotiated between officials of the company and the union's representatives.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1937, TO MARCH 31, 1938—Continued

(1) MINING—Concluded

COAL MINES—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members (c) chairman; (e) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Dec. 6, 1937	Minto Coal Company, Limited, Newcastle Coal Company, North Minto Slope and Tweed Mine, Miramichi Lumber Company, Limited, Wetton and Henderson, Limited, W. Benton Evans (Rothwell Mine) and Avon Coal Company, Limited, and their employees being members of District 26, United Mine Workers of America.	Employees....	Minto, N.B.....	925 dir.....	Employees' refusal to bargain collectively with the representatives of the employees, or to recognize the right of the employees to belong to the United Mine Workers of America; also employees request for increased wages and strict enforcement of eight-hour day.	H. O. McHerney, K.C.; (c) 4; Harold B. Colwell, (e) 2; James Whitebone, (m) 1, (resigned Feb. 13, 1938); John S. McKinnon, (m) 1.	Dec. 29, 1937	.....	Proceedings unfinished at the close of the fiscal year.
Dec. 17, 1937	Royal View Mine and its employees being members of the United Mine Workers of America.	Employer and employees	Lethbridge, Alta.	Approx. 30 dir.	Employees' request for increased wages.	A. Macleod Sinclair, K.C.; (c) 3; Max E. Moscovitch, (e) 1; A. J. Morrison, (m) 1.	Dec. 23, 1937	.....	Proceedings unfinished at the close of the fiscal year.
Feb. 18, 1938	Sterling Collieries Company, Limited, and the Coal Valley Mining Company, Limited, and their employees being members of Local 46, International Union of Operating Engineers.	Employees....	Stereo and Coal Valley, Alta.	37 dir.; 76 indir.;	Employees' request for restoration of wage rates and working conditions provided in 1929-1931 agreements, involving cancellation of 10% deduction from total periodical payroll earnings in effect since December 31, 1932.	.....	.....	.....	Another union, the Western Association of Mechanical and Electrical Engineers, had signed an agreement on February 15 with the Coal Valley Mining Company and claimed the right to represent in negotiations all of the employees of the two companies. As a result of departmental mediation negotiations were conducted between the various parties concerned which resulted in arrangements being made for the steam shovel men and dinky locomotive engineers to enter into an agreement through the International Union of Operating Engineers and the so-called "auxiliary" employees to conclude a contract through the Western Association of Mechanical and Electrical Engineers. The application was accordingly withdrawn.

(2) TRANSPORTATION AND COMMUNICATION

STEAM RAILWAYS

Oct. 28, 1936	Canadian National Railway and its clerks and other classes of employees being members of the Canadian Brotherhood of Railway Employees.	Employees...	C.N.R. lines in Canada	Approx. 10,000 dir.	Employees' request for discontinuance of existing 10% deduction from basic rates of pay.	His Honour Judge F. L. Smiley (c) 4; W. Sanford Evans, (e) 1; Howard S. Ross, K.C., (M) 1.	Jan. 25, 1937	April 12, 1937	<p>The report of the board was signed by all three members, Mr. Ross, however, adding a supplementary recommendation. An agreement in accordance with the spirit of the board's recommendations, was reached on April 14, 1937.</p> <p>In accordance with an arrangement which had been in effect for some time a committee had been elected by the employees in December, 1936, to represent them for the coming year in negotiations with the management. The latter objected to carrying on negotiations with any committee other than that already elected or a new committee to be elected in a similar manner at the end of 1937. Following departmental mediation it was arranged that the elected committee would proceed with the negotiations respecting a new schedule of rules. Board procedure was accordingly unnecessary.</p> <p>A conference with representatives of the company and of the employees was held in the offices of the Department of Labour on February 22, and it is understood that as a result of the discussions on that occasion the application was dropped.</p> <p>Direct negotiations were resumed between the parties concerned and it is understood that the application was dropped.</p>
June 4, 1937	Canadian National Railway and certain of the employees in its Revenue Accounting Department being clerks, members of the Canadian Brotherhood of Railway Employees, and others who authorized in writing the said brotherhood to represent them.	Employees...	Montreal, P.Q.	771 dir.	Employees' desire to negotiate through the union a schedule of rules governing working conditions and rates of pay.				
Jan. 26, 1938	Temiscouata Railway Company and all classes of its employees other than those engaged in the running trades.	Employees...	Temiscouata Railway lines	100 dir.	Employees' request for increased wages.				
Mar. 4, 1938	Canadian National Railway and its checkers, freight handlers, coopers, etc., at the St. John Wharf, members of Lodge No. 805, Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	St. John, N.B.	55 dir.	Employees' desire to revise existing agreement respecting wages and working conditions.				

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1937, TO MARCH 31, 1938—Continued

(2) TRANSPORTATION AND COMMUNICATION—Continued

STREET AND ELECTRIC RAILWAYS

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board: (c) chairman; (b) employer; (a) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Jan. 19, 1937	London Street Railway Company and its motormen, conductors, bus operators, shopmen, barmen, trackmen, etc., members of Division No. 741, Amalgamated Association of Street and Electric Railway Employees of America.	Employees...	London, Ont....	180 dir.; 12 indir.	Employees' request for cancellation as from October 1, 1936, of wage reduction of 10c. an hour; also request for one week's holidays annually, with pay.	H. H. Warp, (c) 4; John Franklin White, (b) 1; Fred Bancroft, (a) 1.	Mar. 10, 1937	April 7, 1937	The report of the board was signed by the chairman and Mr. Bancroft, and recommended cancellation of the wage reduction of 10c. an hour commencing March 31, 1937. Mr. White in a minority report recommended a wage increase of 2c. an hour to date from March 31. All three members urged consideration by the company of a plan to provide one week's holidays with pay each year for all employees. The board's findings were accepted by the employees but rejected by the company, which put into effect the 2c. per hour increase recommended in the minority report. The company also granted three days' holidays with pay for 1937.
May, 10, 1937	Winnipeg Electric Company and its motormen, conductors, busmen and Mechanical and Track Department employees, members of the Street Railway Employees' Unit, One Big Union.	Employees...	Winnipeg, Man...	1,110 dir.; 60 indir.	Employees' request for restoration of 1929 wage rates and adoption of a 44-hour week for Track Department employees.	Arnold Smith, (c) 3; W. C. Hamilton, (b) 1; R. B. Russell, (a) 1.	June 28, 1937	Oct. 7, 1937	One board was established to deal with this application and with an application (see p. 52) received on May 31, 1937, from the operators, mechanics, meter repairers, etc., in the employ of the same company, being members of the Winnipeg Electric Substation and Hydro Plant Unit, One Big Union. The report of the board, which was signed by the chairman and Mr. Russell, recommended restoration on May 1, 1937, of one-third of the amount by which the men's wages had been reduced, a further third on May 1, 1938, and the remaining third on May 1, 1939. Mr. Hamilton submitted a minority report dissenting from this

recommendation. The board's findings were rejected by the company, which, however, during further negotiations offered to put into effect the board's recommendation covering the current year, and this proposal was accepted by the employees.

The board unanimously recommended, effective May 1, 1937, for employees receiving less than \$100 a month, cancellation of wage decreases made in 1932, and for employees receiving more than \$100 per month, cancellation of 30% of the wage decreases, with the exception of street railway operators of more than one year's standing, for whom a rate of 60c. per hour was recommended. These recommendations were accepted by the employers and employees concerned.

June 21, 1937	Public Utilities Commission of the City of Port Arthur and the Corporation of the City of Port William and their street railway employees being members of Division No. 966, Amalgamated Association of Street Electric Railway and Motor Coach Employees of America.	Employees... Port Arthur and Port William, Ont.	73 dir.; 20 indir.	Employees' request for increase in hourly wage rates sufficient to compensate them for the reduction made in 1933 in hours of work and in hourly rate of pay; also for one week's annual vacation with pay and various changes in working conditions.	Robert Jacob, K. C., (C) 4; Arthur H. Dowler, K.C., (E) 1; Samuel Ashton, (M) 1.	July 23, 1937	Sept. 7, 1937
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MOTOR TRANSPORTATION

Mar. 29, 1938	Hendrie and Company, Limited, and its motor truck drivers, members of the Canadian Brotherhood of Railway Employees.	Employees... Toronto, Ont...	100 dir.....	Employees' request for agreement respecting wages, hours and working conditions.	The application was receiving consideration at the close of the fiscal year.
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SHIPPING

April 8, 1937	Canada Steamship Lines, Limited, and its checkers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Montreal, P.Q..	50 dir.....	Employees' request for agreement covering wages and working conditions.	As a result of departmental mediation this dispute was amicably settled and the application was withdrawn.
July 17, 1937	Canadian Pacific Railway Company and its clerks, checkers, elevator operators and freight handlers, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Digby, N.S....	46 dir.....	Employees' desire to be included in the agreement covering similar employees at Read's Point Wharf, Saint John, N.B., and for the adjustment of rates of pay to conform with those prevailing at Read's Point Wharf.	.....	.....	As a result of departmental mediation an agreement was reached covering the employees at Digby and board procedure became unnecessary.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1937, TO MARCH 31, 1938—Continued

(2) TRANSPORTATION AND COMMUNICATION—Continued

SHIPPING—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (e) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Dec. 8, 1937	Canadian Pacific Steamships, Limited (Trans-Pacific Service), and its marine engineers, members of Council No. 7, National Association of Marine Engineers of Canada, Inc.	Employees....	Pacific coast....	41 dir.; 20 indir.	Employees' request for increased wages, certain changes in working conditions, and a signed agreement with the union.	.....	.....	.....	Action looking to the establishment of a board was withheld at the request of the applicants pending further efforts to reach a settlement. Subsequently the company notified the employees of certain improvements in wages and leave conditions which were being put into effect on April 1, 1938. These adjustments were not considered adequate by the employees and the matter was still under consideration at the close of the year. The application was received under consideration at the close of the fiscal year.
Mar. 12, 1938	Western Stevedore Company and its assistant general foreman, foremen, clerical staff, stevedores, checkers, sealers, assistant stevedores, coopers, porters, crane operators and netman, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	Port William, Ont.	600 dir.; 600 indir.	Employees' request for increased wages and changed working conditions.	.....	.....	.....	The application was received under consideration at the close of the fiscal year.
Mar. 12, 1938	Canadian National Railway and its assistant general foreman, clerical staff, refrigerator inspector, stevedores, checkers, sealers, assistant stevedores, coopers, porters, crane operators and netman, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	Port Arthur, Ont.	302 dir.; 600 indir.	Employees' request for increased wages and changed working conditions.	.....	.....	.....	The application was received under consideration at the close of the fiscal year.

TELEGRAPHS

Oct. 15, 1936	Canadian Pacific Railway Company and the telegraph messengers in its Communication Department, members of Local 289, Canadian Brotherhood of Railway Employees.	Employees....	Montreal, P.Q....	96 dir.; 11 indir.	Employees' desire to negotiate agreement covering working conditions and rates of pay.	.....	.....	As a result of departmental mediation a basis for direct negotiations between the parties was agreed upon and the application was withdrawn on June 8, 1937.
Oct. 21, 1936	Canadian National Railway and the telegraph messengers in its Telegraph Department, members of Local No. 288, Canadian Brotherhood of Railway Employees.	Employees....	Montreal, P.Q....	131 dir.....	Employees' desire to negotiate agreement covering working conditions and rates of pay.	.....	.....	As a result of departmental mediation a basis for direct negotiations between the parties was agreed upon and the application was withdrawn on June 8, 1937.
Mar. 3, 1937	Canadian Marconi Company and its coast station telegraphers, ships' telegraphers and trans-oceanic telegraphers, members of Canadian Marconi System Division No. 59, Commercial Telegraphers' Union.	Employees....	Coast stations and Canadian ships operated by employer; also central telegraph office, Montreal.	200 dir.....	Employees' request for restoration of 1929 basic wage scales and allowances as applying to marine service, and upward revision of basic wage scales and allowances under trans-oceanic agreement and changes in certain operating practices.	H. H. Ward, (c) 3; F. Curzon Dobell, (x) 1; Thomas Taylor, (x) 1.	April 14, 1937 June 1, 1937	During proceedings before the board the parties concerned reached agreement on certain matters in dispute. They were unable to agree, however, on all phases of the wages question or on certain items involving additional expenditures, and the board submitted unanimous recommendations on these points. The board's proposals, as amended in certain respects, were adopted by the parties and an agreement was signed.
Feb. 21, 1938	The Canadian Press and its mechanics and automatic printer telegraph operators, members of Canadian Press System Division No. 52, Commercial Telegraphers' Union.	Employees....	Telegraph service of the Canadian Press throughout Canada.	85 dir.....	Employees' request for union recognition and an agreement covering all employees, including traffic chiefs, the agreement to be negotiated through representatives of their own choice and to embody increased rates of pay.	.....	.....	The application and the company's statement in reply were under consideration at the close of the fiscal year.

TELEPHONES

June 7, 1937	Public Utilities Commission of the City of Port Arthur and the employees in its Telephone Department and Light and Power Department being members of the International Brotherhood of Electrical Workers.	Employees....	Port Arthur, Ont.	36 dir.....	Employees' request for cancellation of wage decreases instituted in 1932.	These applications were referred on Aug. 16, 1937, to the board already established (see p. 47) to deal with a dispute between the Public Utilities Commission of the City of Port Arthur and the	Sept. 7, 1937	The board unanimously recommended, effective May 1, 1937, for employees receiving \$100 per month, cancellation of wage decreases made in 1932, and for employees receiving more than \$100 per month, cancellation of 50% of the wage decreases; also, after November 1, 1937, a further restoration of 14c per hour to first class
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V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1937, TO MARCH 31, 1938—Continued

(2) TRANSPORTATION AND COMMUNICATION—Concluded

TELEPHONES—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (e) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
June 16, 1937	Corporation of the City of Fort William and its telephone employees being members of the International Brotherhood of Electrical Workers.	Employees...	Fort William, Ont.	15 dir.....		Corporation of the City of Fort William and their street railway employees being members of Division No. 906, Amalgamated Association of Street and Electric Railway Employees of America, (M) 1, being appointed in substitution for Samuel Ash-ton.			linemen and proportionate adjustments in wages of all other employees. These recommendations were accepted by the employers and employees concerned.

(3) MISCELLANEOUS

LIGHT AND POWER AND WATERWORKS

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (e) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
April 26, 1937	Corporation of the City of Winnipeg and its waterworks supply workers, members of the Waterworks Operators' Union.	Employees...	Winnipeg, Man..	50 dir.; 1,950 indir.	Employees' request for cancellation of 10% of the wage reductions in force.				
April 26, 1937	Corporation of the City of Winnipeg and its diggers, aircompressor men and jointmakers, members of the Civic Employees' Waterworks (Diggers) Unit, One Big Union.	Employees...	Winnipeg, Man..	35 dir.; 1,955 indir.	Employees' request for an increase, effective Jan. 1, 1937, of 8½ per cent in the hourly wage rate, and certain changes in working conditions.				Disputes involving employees of the Parks Board, the city police force and various other classes of civic employees not coming within the direct scope of the Industrial Disputes Investigation Act, were also referred to this board with the concurrence of the civic authorities. Four reports were presented by the board as follows: (1) a unanimous report respecting working conditions generally; (2) a majority

April 26, 1937	Corporation of the City of Winnipeg and its linemen, cablemen, pitmen, groundsmen, troublemen, electricians, polemen and helpers, and station maintenance men and apprentices, members of the Linemen and Underground Civic Employees' Unit, One Big Union.	Employees...	Winnipeg, Man..	50 dir.; 1,950 indir.	Employees' request for restoration of certain wage rates previously in effect.	Hon. Mr. Justice A. K. Dyson, (c) 3; Travers Sweetman, K.C., (a) 1; Marquis Hyman, K.C. (a) 1.	July 20, 1937	Dec. 6, 1937 (four reports)	<p>report, signed by the chairman and Mr. Hyman, relating to the matter of wages of all employees concerned save the Police Force; (3) a minority report by Mr. Travers Sweetman re wages; and (4) a unanimous report in regard to the Police Force.</p> <p>The employees of the Police Department accepted the board's recommendation that their wage rates should be increased 10%; and on December 22 the Board of Police Commissioners passed a resolution recommending to the new (1938) board that such increase be included in the estimates for 1938. The other groups of employees indicated their willingness to accept the 5% increase in wage rates recommended by the conciliation board, provided it was made effective May 1, 1937, instead of January 1, 1938, the date named by the board. At the close of the fiscal year the civic authorities had not announced whether or not they would implement the board's recommendations.</p>
April 30, 1937	Corporation of the City of Winnipeg and its employees comprising the clerical forces and meter readers of the Hydro Electric and Waterworks Systems, members of the Clerical Branch of the Federation of Civic Employees.	Employees...	Winnipeg, Man..	400 dir.; 1,600 indir.	Employees' request for certain changes in working conditions and cancellation of the balance of the second 10 per cent reduction in wages.	Hon. E. A. McPherson, (c) 4; Travers Sweetman, K.C. (a) 1; Fred Bancroft, (a) 1 (died Nov. 22, 1937); E. Ingles, (a) 1.	Oct. 9, 1937	Jan. 21, Jan. 21, 1938	<p>The report of the board, which was signed by the chairman and Mr. Ingles, recommended partial restoration of the 1931 wage rates (representing in most cases an increase of 7 1/2% over existing rates) having a reduction of 0% in effect. Mr. Sweetman submitted a minority report. The board's findings were accepted by the employees. The civic authorities, however, had not yet, at the close of the fiscal year, reached a decision in the matter.</p>
April 30, 1937	Corporation of the City of Winnipeg and various classes of employees of its Hydro Electric System being members of the Winnipeg, Pointe du Bois Slave Falls Units of the Union of Hydro-Electrical Workers.	Employees...	Winnipeg, Man..	180 dir.	Employees' request for restoration of basic rates of wages in existence in 1931.	Hon. E. A. McPherson, (c) 4; Travers Sweetman, K.C. (a) 1; Fred Bancroft, (a) 1 (died Nov. 22, 1937); E. Ingles, (a) 1.	Oct. 9, 1937	Jan. 21, Jan. 21, 1938	<p>The report of the board, which was signed by the chairman and Mr. Ingles, recommended partial restoration of the 1931 wage rates (representing in most cases an increase of 7 1/2% over existing rates) having a reduction of 0% in effect. Mr. Sweetman submitted a minority report. The board's findings were accepted by the employees. The civic authorities, however, had not yet, at the close of the fiscal year, reached a decision in the matter.</p>

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1937, TO MARCH 31, 1938—*Concluded*

(3) MISCELLANEOUS—*Concluded*

LIGHT AND POWER AND WATERWORKS—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board: (c) chairman; (a) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
May 1, 1937	Winnipeg Electric Company and its foremen, troublemen and linemen on emergency truck, sub-foremen, linemen, journeymen, meter installers, meter repairers, cable splicers and station maintenance men, members of Locals Nos. 1037 and 435, International Brotherhood of Electrical Workers.	Employees...	Winnipeg, Man..	50 dir....	Employees' request for cancellation of existing 9% reduction in wages; also for an increase in the wage rate for foremen and a change in the clause respecting holidays.				Inasmuch as a board was being established to deal with a dispute involving the same company and another group of its employees being members of the One Big Union, it was decided to withhold action on this application pending the outcome of the deliberations of the board under the chairmanship of Mr. Arnold Smith. The report of that board was received early in October. This dispute was subsequently adjusted by direct negotiations.
May 31, 1937	Winnipeg Electric Company and its operators, mechanics, meter repairers, maintenance men and construction employees, telephones and signals repairers, patrolmen and appliance repair employees, members of the Winnipeg Electric Substation and Hydro Plant Unit, One Big Union.	Employees...	Winnipeg, Great Falls, Pinawa, and Seven Sisters, Man.	145 dir.; 500 indir.	Employees' request for restoration of peak wages, shortening of period during which holidays are given, changes in overtime rates for maintenance construction employees, change in wording of training period clause for substation operators, and an agreement covering Electrical Appliance Repair Department.				One board was established to deal with this application and with an application received on May 10, 1937, from the motormen, conductors, busmen and Mechanical and Track Department employees in the employ of the same company, being members of the Street Railway Employees' Unit, One Big Union. See p. 46 for personnel of board and result of reference.
Sept. 3, 1937	Corporation of the City of Edmonton and its employees in the Telephone Department and the Electric Light and Power Department, members of the Canadian Electrical Trades Union.	Employees...	Edmonton, Alta.	100 dir....	Employees' request for an agreement providing for 44-hr. working week, three weeks' sick leave and three weeks' holidays with pay each year, and restoration of 1929 wage rates.				Effective September 1, civic employees' salaries were increased \$5 per month. Negotiations continued in regard to the matters set forth in this application and at a conference held by a departmental representative with the interested parties the latter decided to allow the application to remain in abeyance pending further discussion.

Feb., 25, 1938	Quebec Power Company and its operators, linemen and metermen, members of Local Union "B," 1106, International Brotherhood of Electrical Workers.	Employees....	Quebec, P.Q.....	50 dir.....	Employees' request for increased wages, improved working conditions and a change in the classification of the men.					As a result of departmental mediation direct negotiations were resumed between the parties concerned and an agreement was reached, the application being withdrawn by the employees on March 26. after inauguration of a new City Council in November. Subsequently the employees changed their affiliation to the International Brotherhood of Electrical Workers, and direct negotiations were, it is understood, entered into between the new local union and the civic authorities. No board was established.
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V. GOVERNMENT ANNUITIES ACT

The purpose of the Government Annuities Act is to encourage and aid the people of Canada in the formation of habits of thrift, so that provision may be made for old age. Under the Act an annuity contract may be entered into by the Government of Canada and any person over the age of five resident or domiciled in Canada.

A Canadian Government annuity is a fixed yearly income paid by the Government of Canada. The income is payable in quarterly instalments (unless otherwise expressly provided) for life, but may be guaranteed for ten, fifteen or twenty years in any event. The minimum amount of annuity obtainable on the life of one person or on the lives of two persons jointly is \$10 a year. The maximum amount of annuity payable to any annuitant or to joint annuitants is \$1,200 a year.

Although in the vast majority of cases annuities issued on the lives of individuals are purchased by the individuals themselves, provision is made in the Act whereby employers may contract for the purchase of annuities on behalf of their employees, or associations on behalf of their members.

Annuity contracts are of two classes, deferred and immediate, under each of which there are various plans available. *Deferred annuity contracts* are for purchase by younger persons desiring to provide for their old age. Purchase may be made by monthly, quarterly or yearly premiums or by a lump sum. *Immediate annuity contracts* are for purchase by older persons wishing to obtain immediate incomes through their accumulated savings.

As stated in last year's annual report, the rates charged for Government annuities were temporarily increased by 15 per cent, effective from September 5, 1936. Professor M. A. Mackenzie of the University of Toronto was appointed by the Minister of Labour to make a mortality investigation with respect to Government annuitants and to construct a table upon which should be based rates to be charged for Government annuities in the future. Following recommendations made in Professor Mackenzie's report, new tables of rates for annuities were made effective on and after February 1, 1938, by Order in Council P.C. 129, dated January 19, 1938. In accordance with the Government Annuities Act, the valuation of all annuity contracts was made on the current mortality basis. The accompanying valuation and balance sheet show that the sum of \$8,941,195.84 was transferred from the Consolidated Revenue Fund to maintain the reserve.

A decline in the number of applications and the amount of purchase money received occurred during the fiscal year ending March 31, 1938, which, it is considered, was largely due to the change in rate schedules. Even with the higher rates, the business was well maintained, as the following table shows.

More interest in retirement annuity plans for groups was demonstrated during the year under report with the result that several pension plans were negotiated, the largest being that covering 956 Winnipeg school teachers.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1938, the total number of annuity contracts issued was 42,623. Of these contracts 3,608 have been cancelled, leaving in force on March 31, 1938, 39,015 contracts. The total amount of purchase money received during the same period was \$115,109,178.17. The following statement gives the details:—

Sept. 1, 1908, to Mar. 31, 1909,	66	contracts.....	\$	50,391	31
Apr. 1, 1909, to " 31, 1910,	566	"		434,490	89
Apr. 1, 1910, to " 31, 1911,	1,069	"		393,441	40
Apr. 1, 1911, to " 31, 1912,	1,032	"		441,600	60
Apr. 1, 1912, to " 31, 1913,	373	"		417,135	50
Apr. 1, 1913, to " 31, 1914,	318	"		390,886	72
Apr. 1, 1914, to " 31, 1915,	264	"		314,765	29
Apr. 1, 1915, to " 31, 1916,	325	"		441,696	09
Apr. 1, 1916, to " 31, 1917,	285	"		432,272	40
Apr. 1, 1917, to " 31, 1918,	187	"		332,792	01
Apr. 1, 1918, to " 31, 1919,	147	"		322,154	23
Apr. 1, 1919, to " 31, 1920,	204	"		408,718	78
Apr. 1, 1920, to " 31, 1921,	195	"		531,800	45
Apr. 1, 1921, to " 31, 1922,	277	"		748,159	73
Apr. 1, 1922, to " 31, 1923,	339	"		1,028,353	07
Apr. 1, 1923, to " 31, 1924,	409	"		1,458,818	92
Apr. 1, 1924, to " 31, 1925,	486	"		1,606,822	03
Apr. 1, 1925, to " 31, 1926,	668	"		1,938,921	17
Apr. 1, 1926, to " 31, 1927,	503	"		1,894,885	29
Apr. 1, 1927, to " 31, 1928,	1,223	"		3,843,087	96
Apr. 1, 1928, to " 31, 1929,	1,328	"		4,272,418	87
Apr. 1, 1929, to " 31, 1930,	1,257	"		3,156,475	24
Apr. 1, 1930, to " 31, 1931,	1,772	"		3,612,233	88
Apr. 1, 1931, to " 31, 1932,	1,726	"		4,194,383	81
Apr. 1, 1932, to " 31, 1933,	1,375	"		3,547,345	03
Apr. 1, 1933, to " 31, 1934,	2,412	"		7,071,439	00
Apr. 1, 1934, to " 31, 1935,	3,930	"		13,376,400	02
Apr. 1, 1935, to " 31, 1936,	6,357	"		21,281,981	31
Apr. 1, 1936, to " 31, 1937,	7,806	"		23,614,823	95
Apr. 1, 1937, to " 31, 1938,	5,724	"		13,550,483	22
Total.....	42,623			\$115,109,178	17

During the fiscal year ending March 31, 1938, 1,590 immediate annuities and 4,134 deferred annuities, a total of 5,724, were contracted for, the average amount of annuity under the immediate contracts being \$318.

The number of annuity contracts in force on March 31, 1938, was as follows: immediate, 16,205; deferred, 22,810; a total of 39,015. The total amount of annuity under vested contracts in force was \$6,700,996, an average of \$414 per contract.

GOVERNMENT ANNUITIES FUND STATEMENT—1937-1938

Balance at credit of fund on April 1, 1937..... \$ 87,984,935 74

RECEIPTS FOR YEAR ENDED MARCH 31, 1938

Immediate annuities.....	\$	6,740,308	45
Deferred annuities.....		6,854,850	05
Interest at 4 per cent to March 31, 1938.....		3,615,611	82
Amount transferred from Consolidated Revenue Fund to maintain reserve.....		8,941,195	84
	\$	26,151,966	16

DISBURSEMENTS FOR THE YEAR

Payments under vested annuity contracts...	\$	6,364,234	61
Payments of commuted values.....		5,259	60
Premiums returned with interest.....		78,532	41
Premiums returned without interest.....		44,675	28
	\$	6,492,701	90
Excess of receipts over disbursements of the fund for 1937-38.....		19,659,264	26
Balance at credit of fund on March 31, 1938.....		\$107,644,230	00

VALUATION, MARCH 31, 1933, OF ANNUITY CONTRACTS ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE

Classification	Number of Contracts	Amount of Annuity	Present Value of Contracts in Force
		\$	\$
Immediate—Males.....	3,007	1,388,525	12,555,444
Females.....	5,383	1,948,260	20,769,714
Males, guaranteed.....	2,083	1,007,820	12,111,414
Females, guaranteed.....	3,309	1,255,630	17,107,705
Last survivor.....	1,718	755,343	10,160,184
Last survivor, guaranteed.....	705	345,418	5,536,506
Totals.....	16,205	6,700,996	78,240,967
Deferred.....	22,810	.....	29,403,233
Totals.....	39,015	.....	107,644,200

VI. EMPLOYMENT OFFICES CO-ORDINATION ACT

The fiscal year ended March 31, 1938, was the twentieth in which the Employment Service Branch, set up under the Employment Offices Co-ordination Act, co-operated with the provincial Governments to maintain the Employment Service of Canada.

FUNCTIONS OF THE BRANCH

The primary function of the Employment Service Branch is administrative—that of administering the Employment Offices Co-ordination Act (chapter 57, R.S.C., 1927). This Act empowers the Minister of Labour:—

- (a) to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them;
- (b) to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters; and
- (c) to compile and distribute information received from employment offices, and from other sources, regarding prevailing conditions of employment.

The Department of Labour does not itself operate any public employment offices, but, through the device of paying subventions to the provinces, as provided in the Act, encouragement is given to the Governments of the several provinces to operate such offices on a uniform basis. In view of the close co-ordination of effort which is attained, the employment offices of the several provinces and the federal clearing houses, though each unit retains its individual identity, are commonly considered as a single organization known as "The Employment Service of Canada".

AGREEMENTS WITH THE PROVINCES

The Employment Offices Co-ordination Act provides in section 6 that:—

The payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the minister and the Government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied, and upon such agreement being approved by the Governor in Council.

During the fiscal year 1937-38, uniform agreements were concluded with all the provincial Governments except that of Prince Edward Island. The sum of money which was specified in the agreement as being available for payment by the Department of Labour to the provinces was the statutory provision of \$150,000. This amount was distributed among the provinces in proportion to their expenditures on public employment office administration and operation, the provinces being entitled to claim a portion of the federal appropriation in respect of expenditures on the operation and maintenance of these offices, but not for expenditures on premises or equipment. The amount of \$150,000 distributed among the provinces enabled a repayment to them of 27·5 per cent of their gross expenditures in this field, this percentage being slightly less than that of the previous year. Table No. 1 on page 61 shows the amounts spent by the various provinces, together with the amounts paid to them by the Department of Labour. In addition, the department furnished the provinces with the different forms utilized in the employment offices.

The annual agreements between the Minister of Labour and the several provincial Governments, concluded under the terms of the Act, provide that

the province, in the operation of its employment offices, shall register all applicants offering themselves for employment and undertake to locate suitable workers for all employers listing vacancies, without charging any fee or commission either to employer or employee. The province further agrees that the officials of the Employment Service shall accept no responsibility with respect to rates of wages or other working conditions offered or asked, but shall merely communicate the information available on these subjects to the applicant or employer, as the case may be. It is also agreed that where employment is reported to be affected by an industrial dispute, employees being referred to such employment shall be notified of this fact. Another important provision of the agreements is that the province shall make a special endeavour to place in suitable employment handicapped men suffering from the effects of active service during the war. In the agreements the provinces undertake to furnish the Department of Labour with information relative to the transactions of the offices, industrial information and the like. The Department of Labour is authorized to inspect the provincial employment offices from time to time, to determine whether the conditions of the agreement are being respected.

LOCATION OF EMPLOYMENT OFFICES

Every office of the Employment Service offers facilities for both men and women who are seeking work in any occupation, and for employers seeking any sort of help. Obviously, it is neither practicable nor advisable to segregate the various functions of the offices at all centres, but when the volume of work warrants it, and where the population to be served is of sufficient magnitude, such division of functions is made, and separate departments are operated for men and women, skilled and unskilled workers, farm, factory and domestic applicants, etc. In Western Canada, where seasonal workers, such as farm labourers, are regularly hired in large numbers, it is customary to operate temporary offices at some of the smaller centres in the busy season.

During the year the number of centres in which offices are maintained was increased to 68. The list of centres where offices are now located is as follows:—

Nova Scotia (four centres).—Halifax, Kentville, New Glasgow, Sydney.

New Brunswick (three centres).—Chatham, Moncton, Saint John.

Quebec (eleven centres).—Bagotville, Chicoutimi, Hull, La Tuque, Matane, Montreal, Quebec, Rouyn, Sherbrooke, Three Rivers, Val d'Or.

Ontario (twenty-eight centres).—Belleville, Brantford, Chatham, Fort William, Guelph, Hamilton, Kenora, Kingston, Kitchener, London, New Toronto, Niagara Falls, North Bay, Oshawa, Ottawa, Pembroke, Peterborough, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Stratford, Sudbury, Timmins, Toronto, Windsor, Woodstock.

Manitoba (two centres).—Brandon, Winnipeg.

Saskatchewan (seven centres).—Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Yorkton.

Alberta (five centres).—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

British Columbia (eight centres).—Kamloops, Nanaimo, Nelson, New Westminster, Penticton, Prince Rupert, Vancouver, Victoria.

For the purpose of co-ordinating the efforts of the various local offices, and to facilitate the transfer of any kind of labour from districts over-supplied to those where a dearth exists, eight clearing houses have been established throughout Canada. Those for provincial clearance, operated by the provincial

Governments as part of the Employment Service of Canada, are situated at Montreal, Toronto, Winnipeg, Regina, Edmonton and Vancouver. Those for interprovincial clearance, operated by the Department of Labour in the interests of the Employment Service of Canada, are the Eastern Clearing House, Ottawa, and the Western Clearing House, Winnipeg.

SPECIALIZED EMPLOYMENT WORK ON BEHALF OF HANDICAPPED EX-SERVICE MEN

One of the more important phases of the administration of the Employment Service Branch is that of specialized employment work on behalf of handicapped veterans of the late war. Until the fiscal year 1923-24 the Department of Pensions and National Health (formerly the Department of Soldiers' Civil Re-establishment) endeavoured to place in suitable employment men having physical handicaps due to war service, but since that time the Department of Labour has been charged with the responsibility of this work in all provinces except Quebec, having incorporated it into the Employment Service of Canada.

The annual agreements between the Minister of Labour and the several provinces contain a special clause in which the provinces agree to undertake in all employment offices to register and to endeavour to place employable handicapped ex-service men, while the Department of Labour undertakes to appoint and pay in full any additional employees necessary for the providing of adequate facilities to this end at the more important points. The centres at which federal employees are loaned to the provinces for this specialized employment office work have been selected because of their relative importance as the places of residence of handicapped ex-service men. At the present time such federal employees are maintained in the provincial employment offices as follows: Halifax, 1; Ottawa, 1; Toronto, 4; Winnipeg, 1; Vancouver, 3; and Victoria, 1.

The general observations made on this phase of the work of the Employment Service in preceding annual reports may well be repeated this year. The assistance given by the provincial authorities in connection with the placement of handicapped ex-service men has been most satisfactory and illustrates the degree of success encountered in Dominion-provincial co-operation to operate the Employment Service. The work of seeking to place satisfactorily men who are suffering from war disabilities is difficult of accomplishment. Certain classes of disabilities drastically limit the employment opportunities of those unfortunate enough to be afflicted with them, with the result that many avenues of employment are not open to these applicants. Further, during the past few years, due to the competition for vacancies offered by workers who are fully physically fit, opportunities for placing handicapped men have diminished considerably. Due to the physical handicaps and the psychological objections to engaging disabled persons, in many instances it is not possible to place these applicants in regular employment, and only casual work can be found for them. Thus, during the last fiscal year, of 3,238 placements made from handicapped ex-service men, 76.7 per cent were in employment of a probable duration of 7 days or less. The percentage of casual placements for the year 1936-37 was 81.2 and for the year 1935-36 about 83.3 per cent. It might be remarked, however, that many of the regular placements made effected a permanent rehabilitation of the applicants placed. Employers generally have shown a commendable spirit in accepting handicapped ex-service men for employment, and in many instances they have been willing to concede that in selected occupations one hundred per cent efficiency does not demand one hundred per cent physical fitness. Judged by the number of applications made at the employment offices by handicapped ex-service men, though it is now nineteen and a half years since the Armistice, the obligation of endeavouring to assist these men in securing work shows no considerable diminution.

THE EMPLOYMENT SERVICE AND IMMIGRATION

For some years the Employment Service has provided a regular channel of information for the Department of Immigration and Colonization (now the Immigration Branch of the Department of Mines and Resources) relative to the availability of labour in Canada as a condition precedent to the admission of workers under contract of employment from outside of Canada. Particularly since the passing of Order in Council P.C. 1413 in August, 1929, under which workers entering Canada under contract must secure special authority from the Immigration Branch has the Employment Service Branch of the Department of Labour been consulted frequently by the Immigration Branch in this connection. The procedure of the Employment Service is to endeavour to locate suitable workers in Canada willing to accept the employment offered, and in due course the Immigration Branch is notified of the success or otherwise of the Employment Service's efforts. While many cases are dealt with each year, due to the economic conditions obtaining and the more rigid regulations in respect to entry which were in force, the number of cases up for consideration was at a low level in the year under review. Of course, the final decision as to the admission rests with the Immigration Branch, and in this regard the Employment Service is primarily a fact-finding agency.

STATISTICS: EMPLOYMENT OFFICE AND TRADE UNION UNEMPLOYMENT

As previously stated, certain statistical information covering the field of employment is regularly collected and compiled by the Employment Service Branch and published in the *Labour Gazette*. These statistics are of two classes: (a) administrative statistics, showing the work performed by the employment offices, based on daily reports received from them; and (b) statistics based on monthly reports on unemployment, received from local trade unions. In addition, the *Labour Gazette* publishes each month index numbers of employment in industry and reports on building permits issued, which are collected by the Dominion Bureau of Statistics in accordance with the Statistics Act. These statistics are closely followed by large numbers of persons throughout Canada, and the numerous enquiries concerning them received in the department testify to the value placed upon them by the public.

The tables on page 62 show: (table No. 2) applications, (table No. 3) vacancies and (table No. 4) placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the fiscal year. An analysis of the vacancies and placements by industrial groups for the same period is also given (table No. 6) on pages 64 and 65. At the base of tables No. 2, No. 3 and No. 4 are given the comparable totals of the previous fiscal year.

From reports received from local trade unions a figure is compiled monthly showing the percentage of the membership covered which is unemployed on the last day of the month. These statistics, as carried in the *Labour Gazette*, are worked out in considerable detail, being published in such form that each province as a whole, each industry as a whole and each main division of each industry, for the whole of Canada, are shown separately. When referring to trade union members as unemployed, the term "unemployment" has reference only to involuntary idleness due to economic causes. Members who are engaged at work in other than their own trades or who are idle because of illness are not considered for statistical purposes as unemployed. Workers who are involved in strikes or lockouts are excluded from the tabulations. About sixty-two per cent of all organized workers in Canada are regularly covered in this tabulation. Table No. 5 on page 63 gives the percentages of unemployment among the membership of reporting trade unions from January, 1928, to March 1938, the figure in each case being that for all Canada, for all industries. Figures are also given showing gross trade union membership covered, as well as gross numbers reported unemployed.

LABOUR MOBILITY

While the offices of the Employment Service are located at points of chief industrial activity, the facilities accorded are not utilized only locally, but each office also supplies a considerable number of workers to the contiguous districts. Out of the total of 388,396 placements effected, 154,780 were made outside of the centres in which the offices are situated.

Since 1919 the railways have accorded to bona fide applicants at the Employment Service who may desire to travel to distant employment for which no workers are available locally a concession involving a reduced fare. This privilege is effective on the following railroads: Canadian National, Canadian Pacific, Dominion Atlantic, Kettle Valley, Michigan Central, Northern Alberta, Pacific Great Eastern, Quebec Central, Temiskaming and Northern Ontario and the Wabash. The reduced rate is for a second-class fare at 2.5 cents per mile, obtainable on the surrender of a certificate secured at the employment office. By this means 14,171 persons were aided in securing employment during the year. A minimum fare of four dollars is stipulated, so that a person travelling to employment at a distance where the reduced rate does not amount to the minimum is not able to derive the benefit therefrom.

THE EMPLOYMENT SERVICE AND UNEMPLOYMENT RELIEF

Although no comprehensive plan existed to provide for assistance from the offices of the Employment Service in connection with the relief of unemployment and conditions due to unemployment, in most localities the employment offices did assist in such work. In many instances where public works were being carried on to provide employment the selection and rotation of the workers engaged was arranged by the employment office at the request of the public authorities having the work in hand. In other instances applicants for relief were required by civic authorities to show certification by the employment office as to their status as unemployed persons. While it is impossible to commit to a statistical record the assistance given by the employment offices in reference to unemployment relief work, provincial cabinet ministers in charge of unemployment relief in their respective provinces and civic authorities have testified publicly in many cases to the efficient aid afforded by the employment offices in this regard.

TABLE No. 1—FEDERAL SUBVENTIONS TO THE PROVINCES FOR EMPLOYMENT SERVICE WORK DURING THE FISCAL YEAR 1937-38

Province	Amount of Original Expenditures		Amount of Federal Subventions	
	\$	cts.	\$	cts.
Nova Scotia.....	19,854	40	5,452	70
New Brunswick.....	12,975	55	3,575	08
Quebec.....	125,900	87	34,659	66
Ontario.....	224,306	44	61,692	16
Manitoba.....	34,547	94	9,517	60
Saskatchewan.....	42,181	89	11,607	03
Alberta.....	35,358	63	9,734	40
British Columbia.....	49,954	84	13,761	37
Total for Canada.....	545,080	56	150,000	00

TABLE No. 2—APPLICATIONS FOR EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1937, TO MARCH 31, 1938

Province	Men	Women	Total
Nova Scotia.....	9,750	6,127	15,877
New Brunswick.....	5,420	5,735	11,155
Quebec.....	105,908	47,147	153,055
Ontario.....	240,693	70,495	311,188
Manitoba.....	50,070	11,542	61,612
Saskatchewan.....	29,774	11,432	41,206
Alberta.....	48,416	10,343	58,759
British Columbia.....	68,463	14,827	83,290
Totals for Canada.....	558,494	177,648	736,142
Comparable Totals, Year 1936-37.....	515,873	164,310	680,183

TABLE No. 3—VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1937, TO MARCH 31, 1938

Province	Men	Women	Totals
Nova Scotia.....	9,124	5,095	14,219
New Brunswick.....	5,037	5,688	10,725
Quebec.....	45,936	43,531	89,467
Ontario.....	114,315	42,191	156,506
Manitoba.....	30,092	9,113	39,205
Saskatchewan.....	19,070	8,266	27,336
Alberta.....	20,912	5,619	26,531
British Columbia.....	43,839	7,172	51,011
Totals for Canada.....	288,325	126,675	415,000
Comparable Totals, Year 1936-37.....	239,872	117,852	357,724

TABLE No. 4—PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1937, TO MARCH 31, 1938

Province	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Nova Scotia.....	5,906	1,268	7,174	3,111	3,398	6,509	9,017	4,666	13,683
New Brunswick.....	1,417	1,306	2,723	3,570	4,369	7,939	4,987	5,675	10,662
Quebec.....	43,825	19,250	63,075	2,686	9,717	12,403	46,511	28,967	75,478
Ontario.....	83,900	17,637	101,537	25,495	18,748	44,243	109,395	36,385	145,780
Manitoba.....	31,028	4,991	36,019	1,008	3,738	4,746	32,036	8,729	40,765
Saskatchewan.....	14,880	5,146	20,026	3,511	2,152	5,663	18,391	7,298	25,689
Alberta.....	17,668	3,677	21,345	2,958	1,165	4,123	20,626	4,842	25,468
British Columbia.....	17,849	3,394	21,243	25,908	3,720	29,628	43,757	7,114	50,871
Totals for Canada.....	216,473	56,669	273,142	68,247	47,007	115,254	284,720	103,676	388,396
Comparable Totals, Year 1936-37.....	171,008	55,510	226,518	65,096	40,581	105,677	236,104	96,091	332,195

TABLE No. 5—TRADE UNION STATISTICS ON EMPLOYMENT

—	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938
Average membership reported.....	182,511	200,257	206,217	199,034	171,460	150,352	155,694	164,909	177,653	201,569	.....
Average number unemployed.....	8,124	11,485	22,867	33,505	37,652	33,489	28,320	25,336	23,500	21,639	.....
Percentage of membership unemployed during year on average.....	4.5	5.7	11.1	16.8	22.0	22.3	18.2	15.4	13.2	10.7	.....
Percentage of membership unemployed by months:—											
January 31.....	6.8	6.3	10.8	16.0	22.0	25.5	21.2	18.1	14.8	14.5	12.4
February 28 (29).....	7.0	6.8	11.5	15.6	20.6	24.3	20.0	18.2	13.8	13.7	13.7
March 31.....	6.5	6.0	10.8	15.5	20.4	25.1	19.5	16.7	14.5	12.9	12.8
April 30.....	5.2	5.5	9.0	14.9	23.0	24.5	19.1	17.0	15.1	11.1	.....
May 31.....	3.7	4.0	10.3	16.2	22.1	23.8	18.5	15.9	14.8	9.5	.....
June 30.....	3.2	2.9	10.6	16.3	21.9	21.8	18.0	15.4	13.9	10.4	.....
July 31.....	2.5	3.0	9.2	16.2	21.8	21.2	17.9	15.1	12.5	8.9	.....
August 31.....	2.4	3.5	9.3	15.8	21.4	19.9	16.5	14.2	10.8	7.6	.....
September 30.....	2.2	3.7	9.4	18.1	20.4	19.8	16.4	13.0	10.9	7.7	.....
October 31.....	3.1	6.0	10.8	18.3	22.0	19.8	16.2	13.3	11.0	8.9	.....
November 30.....	4.2	9.3	13.8	18.6	22.8	20.4	17.5	13.3	12.7	11.2	.....
December 31.....	6.6	11.4	17.0	21.1	25.5	21.0	18.0	14.6	14.3	13.0	.....

TABLE No. 6—VACANCIES AND PLACEMENTS OF THE EMPLOY

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Placements			Placements			Placements			Placements		
	Vacancies	Regular	Casual	Vacancies	Regular	Casual	Vacancies	Regular	Casual	Vacancies	Regular	Casual
<i>Manufacturing</i>	358	289	66	344	53	290	3,115	2,637	241	10,569	7,794	2,276
Animal products edible.....	1		1				113	36	68	154	74	76
Fur and its products.....							2	2		7	4	3
Leather and its products.....	5	2	3	3	1	2	20	13		109	65	38
Lumber and its products.....	239	235	4	71	28	42	236	199	22	514	336	171
Musical instruments.....										15	6	9
Pulp and paper products.....	1	1		1			495	421	50	671	284	379
Rubber products.....				2		1	1	1		304	182	80
Textile products.....	2		2	4	1	3	476	434	1	698	518	140
Plant products edible.....	31	4	25	62	6	58	197	151	26	1,898	886	320
Plant products n.e.s.....				2	1	1	39	32	1	652	570	79
Wood distillates.....												
Chemical and allied products.....	8	1	7	21		21	92	66	23	313	225	85
Clay, glass and stone.....	1	1		6	1	5	18	10		327	228	92
Electric current.....				9	2	7	99	93		1,141	1,063	53
Electric apparatus.....	3	3	3	2		2				657	514	102
Iron and steel products.....	55	39	15	62	5	57	213	144	28	3,009	2,385	502
Non-ferrous metal products.....	2	2		6		6	820	813	1	156	138	16
Mineral products.....	6		6	86	1	83	99	96	4	235	150	87
Miscellaneous.....	1	1		7	7		195	126	12	213	166	43
<i>Logging</i>	1,051	956	19	719	685	23	9,918	11,075		26,568	22,437	146
<i>Fishing and Hunting</i>	3	3		7	5	2	5		5	65	63	
<i>Farming</i>	349	318	28	111	97	12	1,092	1,072	10	19,690	16,062	3,214
<i>Mining</i>	271	271		27	2	1	150	119	17	631	536	29
Coal.....				26	2							
Metallic ores.....	263	263		1		1	139	110	15	505	454	18
Non-metallic ores.....	8	8					11	9	2	126	82	11
<i>Communication</i>	4		4	7	1	6	10	10		83	44	37
<i>Transportation</i>	48	16	32	104	27	76	288	101	184	2,266	518	1,755
Forwarding and storage.....	32	4	28	78	6	71	142	61	79	1,436	171	1,260
Railway.....	1	1					2	1		64	27	38
Shipping and stevedoring.....	15	11	4	24	21	3	143	39	104	762	319	436
Air.....				2		2	1		1	4	1	1
<i>Construction and Maintenance</i>	5,799	3,990	1,785	1,255	486	759	28,127	26,998	936	40,498	34,762	5,676
Railway.....	56	1	55	2			368	207	121	1,721	1,480	250
Highway.....	5,619	3,912	1,683	965	403	562	21,388	20,803	544	28,614	25,342	3,294
Building and other.....	124	77	47	288	81	197	6,731	5,988	271	10,163	7,940	2,132
<i>Services</i>	6,013	1,284	4,303	7,690	1,348	6,330	45,418	20,269	10,588	52,419	18,186	28,587
Governmental.....	21	14	6	14	5	8	132	122	1	1,159	375	786
Hotel and restaurant.....	111	51	53	79	61	15	1,545	1,188	64	4,152	2,789	1,003
Professional.....	567	28	496	23	11	13	730	428	181	1,208	666	436
Recreational.....	31	7	23	6	3	3	147	95	34	1,484	412	1,016
Personal.....	892	22	871	1,988	36	1,953	1,543	707	712	9,795	1,022	8,707
Household.....	4,390	1,161	2,854	5,578	1,230	4,338	41,312	17,709	9,596	34,556	12,877	16,638
Farm household.....	1	1		2	2		9	10		65	45	1
<i>Trade</i>	315	43	268	454	19	434	1,237	708	416	3,568	1,063	2,467
Retail.....	219	36	179	443	19	423	806	455	294	3,128	963	2,134
Wholesale.....	96	7	89	11		11	431	253	122	435	100	333
<i>Finance</i>	8	4	4	7		6	107	96	6	156	72	76
<i>All Industries</i>	14,219	7,174	6,509	10,725	2,723	7,939	89,467	63,075	12,403	156,506	101,537	44,243
<i>Men</i>	9,124	5,906	3,111	5,037	1,417	3,570	45,938	43,825	2,686	114,315	83,900	25,495
<i>Women</i>	5,095	1,268	3,398	5,688	1,306	4,369	43,531	19,250	9,717	42,191	17,637	18,748

MENT SERVICE BY INDUSTRIES, APRIL 1, 1937-MARCH 31, 1938

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
285	144	167	481	132	344	676	566	110	812	411	380	16,640	12,026	3,874
18	8	9	98	10	88	75	73	2	85	52	34	544	253	278
2	2	2	1	1	1	10	9	1	1	1	1	23	16	6
13	3	3	1	1	1	3	3	1	2	2	1	148	89	46
6	11	2	24	16	7	329	316	12	287	214	67	1,713	1,355	327
1	1	1	1	1	1	15	13	2	40	18	21	16	6	10
38	9	29	4	2	3	15	13	2	1	1	1	1,265	748	482
1	1	1	3	1	1	6	2	3	29	4	25	312	185	85
23	7	7	1	1	1	16	9	7	57	34	15	1,239	968	181
20	14	8	11	3	7	16	9	7	2	2	2	1,787	1,107	466
3	3	1	195	1	194	2	2	1	2	2	2	893	607	277
8	5	3	8	5	3	7	7	1	1	1	1	3	2	1
9	2	7	36	35	1	40	36	4	20	11	9	458	309	143
6	3	4	3	1	3	24	3	21	23	14	9	457	324	118
2	23	1	1	1	1	1	1	1	2	2	2	1,206	1,085	97
90	45	57	68	45	23	94	45	50	181	35	142	770	635	115
2	2	1	2	1	1	3	1	2	12	8	5	3,772	2,743	874
6	1	5	18	9	9	51	45	6	43	8	34	1,003	965	29
37	7	29	8	3	5	5	5	1	26	9	16	544	310	234
												487	319	105
2,260	4,035	3	321	195	96	1,221	1,221	.....	7,260	7,263	36	49,306	47,867	323
14	13	1	9	9	.....	68	68	.....	2	2	.....	173	163	8
16,218	16,096	131	9,392	8,729	78	11,203	10,718	224	2,129	1,819	220	60,179	54,911	3,917
56	91	.....	197	181	1	325	314	4	502	494	4	2,158	2,008	56
18	18	.....	11	1	.....	265	266	.....	18	18	.....	338	305	.....
35	73	.....	186	180	1	18	18	.....	454	450	.....	1,601	1,548	35
2	.....	.....	.....	.....	.....	42	30	4	30	26	4	219	155	21
7	7	.....	16	4	12	14	9	5	20	5	15	161	80	79
66	59	14	145	9	136	404	210	194	427	68	357	3,748	1,008	2,728
54	48	11	140	8	132	273	79	194	239	17	221	2,394	394	1,996
10	7	3	.....	.....	.....	2	2	.....	4	3	1	83	41	42
1	2	.....	1	1	.....	129	129	.....	174	38	135	1,249	560	682
1	2	.....	4	.....	4	.....	.....	.....	10	10	.....	22	13	8
10,626	10,599	84	7,074	5,625	1,436	5,884	4,468	1,400	29,464	7,579	21,867	128,727	94,507	33,943
230	229	1	35	20	15	238	237	1	406	286	120	3,056	2,462	563
10,245	10,207	48	16,776	5,524	1,249	4,846	3,625	1,213	26,727	5,929	20,785	105,180	75,745	29,378
151	163	35	263	81	172	800	606	186	2,331	1,364	962	20,491	16,300	4,002
9,376	4,900	4,117	9,404	5,093	3,313	6,511	3,725	2,010	9,946	3,543	6,853	146,797	58,338	65,601
22	11	12	75	17	59	23	7	16	565	76	489	2,011	627	1,377
467	438	71	235	177	35	465	378	47	415	295	114	7,469	5,377	1,402
106	40	63	843	696	90	113	54	55	1,026	123	902	4,616	2,046	2,236
87	18	69	172	7	164	121	18	103	156	41	115	2,204	601	1,527
646	29	617	883	20	860	776	43	731	1,526	66	1,463	18,049	1,945	15,914
5,776	2,276	3,283	4,805	2,470	2,104	3,721	2,192	1,056	6,223	2,911	3,270	106,361	42,826	43,139
2,272	2,088	2	2,391	1,706	1	1,292	1,033	2	35	31	.....	6,067	4,916	6
296	68	228	286	49	236	219	45	171	444	56	386	6,814	2,051	4,606
158	61	97	172	21	150	132	34	98	381	51	329	5,439	1,640	3,704
138	7	131	114	28	86	87	11	73	63	5	57	1,375	411	902
7	7	1	11	.....	11	6	1	5	15	3	10	317	183	119
39,205	36,019	4,746	27,336	20,026	5,663	26,531	21,345	4,123	51,011	21,243	29,628	415,000	273,142	115,254
30,092	31,028	1,008	19,070	14,880	3,511	20,912	17,668	2,958	43,839	17,849	25,908	288,325	216,473	68,247
9,113	4,991	3,738	8,266	5,146	2,152	5,619	3,677	1,165	7,172	3,394	3,720	126,675	56,669	47,007

VII. TECHNICAL EDUCATION ACT

For the purpose of assisting the provinces in their efforts to develop vocational education, the Dominion Parliament passed the Technical Education Act in 1919, voting a sum of ten million dollars to be expended over a period of ten years. The yearly grants to the provinces sanctioned under the provisions of the Act were determined by first setting aside the sum of ten thousand dollars for each province and then dividing the remainder in proportion to population. Money was not given to the provinces to expend, but each provincial Government was reimbursed, within the limits of its appropriation, to the extent of one-half of approved expenditures on work which comes within the scope of the Act.

As has been pointed out in previous annual reports, only one province (Ontario) was able to earn its entire quota during the ten-year period and in order that the other provinces might have a further opportunity to earn the balance of their original allotments the Act was extended at the 1929 session of Parliament for a term of five years.

At the expiration of the five-year extension there were still three provinces, viz., Saskatchewan, Manitoba and Nova Scotia, which had not been able to take full advantage of their apportionments and in order that these three provinces might not be deprived of any part of the money to which they were originally entitled the Act was again extended at the 1934 session of Parliament for another five years.

The province of Nova Scotia exhausted the balance of its subsidy by October, 1936, and during the year under review the province of Saskatchewan received the balance of its original appropriation. The province of Manitoba still has a substantial sum to its credit and will continue to be reimbursed for expenditures made under the provisions of the Act, up to that sum, provided that the amount is earned by March 31, 1939.

STATISTICS

The money available and the amounts earned by the two provinces participating in federal grants during the fiscal year 1937-38 are shown in table No. 1. The nature and extent of the work carried on in Saskatchewan and Manitoba are indicated in table No. 2.

TABLE No. 1—MONEY AVAILABLE AND MONEY PAID TO THE PROVINCES UNDER THE TECHNICAL EDUCATION ACT AND AMENDMENTS THERETO FOR THE FISCAL YEAR ENDING MARCH 31, 1938

Province	Amount Available	Amount paid to Provinces
	\$ cts.	\$ cts.
Saskatchewan.....	34,055 90	34,055 90
Manitoba.....	317,152 79	14,813 56
Totals.....	351,208 69	48,869 46

TABLE No. 2—VOCATIONAL SCHOOLS, TEACHERS AND PUPILS

Province	Number of Municipalities Conducting Classes		Number of Teachers				Number of Pupils				Teachers-in-training		
	Day	Evening	Day	Evening	Correspondence Department	Total	Day	Evening	Correspondence Department	Total	Schools	Teachers	*Pupils (Teachers-in-training)
Saskatchewan.....	3	3	101	64	.....	165	3,448	1,376	.....	4,824	.....	.....	.....
Manitoba.....	5	4	68	123	3	194	2,566	7,774	419	10,759	10	10	13
Totals.....	8	7	169	187	3	359	6,014	9,150	419	15,583	10	10	13

* Pupil teachers spent part of their time in several different shops.

DEVELOPMENTS

The extent of the work in Saskatchewan and Manitoba and the trends of development during the period under review are indicated by the following reports submitted by those provinces.

SASKATCHEWAN

In the year ending March 31, 1938, the general condition of vocational education in Saskatchewan did not differ in any marked degree from that of the year immediately preceding. The attendance was well maintained and there were very few changes in the teaching staff.

The provision for the certification of teachers of industrial subjects holding only temporary certificates resulted in the completion of the prescribed courses and the certification of all the teachers concerned.

In September the overcrowded condition in the technical school in Regina necessitated a reorganization. Additions were made to the staff and the school was operated under a modified platoon system.

The development of the courses in agriculture in Regina and in Moose Jaw continued. During the year there was a measure of co-operation between the technical schools and those in charge of the Dominion-provincial youth training program. The work of the night schools in the three technical schools was conducted much as in former years.

Reference was made in last year's report to the provision for practical work in Grades IX, X and XI in academic high schools and collegiate institutes. The interest in this work in the smaller centres continued and resulted in the establishment of a small number of shop classes in the smaller cities and towns. Inquiries seemed to indicate that further extension of this work might be expected in the near future.

During the term ending June 30, 1937, the funds available at Ottawa in aid of vocational education in Saskatchewan were completely exhausted. This situation was met by an adjustment of the grants paid by the province. The grants for night schools and for equipment remained the same as formerly. The grant for day schools was put on the same basis as the grants for academic high schools and collegiate institutes. The new basis was somewhat more favourable to the vocational authorities in the case of low salaried teachers and not quite so favourable in the case of the higher salaries. The total amount received by the vocational schools in Saskatchewan on the new basis was practically the same as on the old basis.

MANITOBA

Vocational education made marked progress during the past year, especially in the evening school department, where every effort was made to provide both practical and theoretical instruction for men and women who were temporarily unemployed.

Last year the night school work was paid for by the Winnipeg School Board, the provincial Government and the federal Department of Labour, but this year a considerable portion of the expense was taken care of under the youth training program.

The evening school classes were carried on under two divisions:—

1. The classes for students who were employed and who paid a fee of approximately \$4 for twenty lessons. This group was conducted under the Technical Education Act.
2. The youth training division for those who were unemployed and were not required to pay a fee. The teachers for this work were paid under the youth training program, in which the provincial and the Dominion governments shared equally, while the municipalities provided shop and class-room accommodation, equipment, heating, lighting, care-taking and general operating expenses.

Naturally, there had to be considerable overlapping. When there happened to be a small class for employed people, it was brought up to standard by admitting unemployed students. Both groups worked harmoniously, however, as it was not known to the students who were employed and who were unemployed.

As the same students were enrolled in one, two, or even three classes, it is difficult to give the actual number of individuals enrolled. The numbers given by subjects represent the number enrolled in each class. If, for example, the class in machine shop work met twice a week, it shows in these figures as two separate classes. The total enrolment divided by two represents approximately the number of individual students enrolled.

The attendance throughout the winter was exceptionally good, and the number who dropped out after the first two weeks while adjustments were being made was very small. There were two ten-week periods, one before Christmas and the other after the New Year.

The evening class period was from 7.30 to 9.30, but it was necessary to organize several classes from 5 p.m. to 7 p.m. when the enrolment was beyond the capacity of the shops. Forenoon, afternoon and evening classes were conducted for unemployed young men in automobile work.

Very little equipment was available for several of the courses, such as air conditioning, refrigeration, diesel engines, automobile work, steam engineering, radio, gas welding and commercial art. For these classes the administration staff was fortunate in getting very efficient instructors from local industries and the Technical Education office provided carefully worked out courses, together with adequate mimeographed instruction material for the students to study between classes. Local distributing firms gave very cordial co-operation in loaning engine and machine parts, motion pictures, charts, service manuals and other literature.

On the initiative of the Winnipeg Board of Trade, and with valuable assistance from the Department of Labour, railroad officials, manufacturing, distributing and commercial concerns, organized labour and many other bodies, the Department of Education carried out a very effective survey for the purpose of ascertaining the opportunities for employment and the kind of training needed to prepare young men and young women for rendering efficient service. This information will be of great assistance in working out next winter's program.

Day School Classes

New home economics centres were opened and equipped in two suburban localities, namely, St. Joseph's Convent in St. Boniface and Norberry Collegiate in St. Vital. Both sets of equipment are being used for day and evening classes.

In Winnipeg two industrial arts shops were moved to more suitable locations and organized into general shops. Two other shops were converted into general shops in their present location. These four shops will serve classes in grades VII, VIII and IX, together with a few opportunity classes, which spend twenty-five per cent of their time in the shops.

Industrial arts general shops were opened at Brandon, Winkler, Steinbach, Rosenfeld and Emerson. These shops serve all grades from VI to XI, except the one in Brandon, which is confined to high school pre-vocational work, chiefly in grades X and XI.

In these general shops woodwork is the core subject, but instruction is also given in simple sheet metal work, art metal, electricity, mechanical drawing, upholstering and bookbinding.

The instructional content of each division is classified into information, experiments and projects. The instructional material is not formal in nature, but has a wide variety of suggestive projects and experiments, and pupils are encouraged to plan other projects not in the course if they are of special interest.

In the high schools the work is very similar to that of previous years. It is planned to develop the student's judgment, reliability, knowledge and creative ability.

Only a very small part of the shop work given in the junior and senior high schools meets federal vocational requirements. Nevertheless, it plays a very important part in the education of both boys and girls. It develops that versatility so necessary to-day in all occupations, and should any of the pupils eventually find his way into industry he will have nothing to unlearn and will have at least some idea as to his aptitude in several vocations; for, in this training, in the co-ordination of hand, eye and mind, the pupil is laying a broad foundation which will serve him well in his life-work, whether it be in the industrial field, in commerce or in the professions.

There are, however, three classes of boys and one of girls at St. John's Technical High School and two classes of boys and one of girls at Kelvin which are definitely pre-vocational. From forty to fifty per cent of the time in these classes is devoted to work in the school shops and laboratories.

The high schools recognize four levels of training in practical and vocational work, as follows: —

1. Preparatory engineering instruction preliminary to college entrance in engineering, architecture and science.
2. Trade preparatory instruction for boys with a high I.Q. preliminary to industrial employment and leading to positions as technicians and overseers.
3. Craft training preliminary to entrance to the skilled trades in industry on an advanced basis.
4. Training for semi-skilled occupations. A wide variety of mechanical and service experiences for the repetitive types of jobs, providing for the discovery of aptitudes, is offered. The members of this group are likely to be potential machine feeders, parts assemblers and other repetitive and routine workers.

Numbers 1 and 4 are very well taken care of but numbers 2 and 3 are slow in development, as most students want to enroll for number 1 or take academic subjects. Somehow or other, boys with a high I.Q. and good mechanical ability are steered into the over-crowded academic classes, when they would be a great asset in industry.

Winnipeg School of Art

The Winnipeg School of Art has had another very successful year. All day, evening and Saturday morning classes were held throughout the year, the enrolment being as follows:—

	Students	Clock hours
Day school classes	74	61,250
Evening school classes	91	12,790
Water colour evening classes.....	42	1,008
Saturday morning classes	81	5,346

The school employs two full-time teachers and one part-time teacher for the day school, two full-time teachers and one part-time teacher for the evening school and four additional teachers on Saturday mornings.

During the past few years no less than 82 former students of the school have obtained employment with various firms in the city in the work for which they received training.

The school is located in commodious quarters in the very centre of the city of Winnipeg and is rendering fine service in providing instruction in both commercial art and fine art.

The Brandon Technical School

The course in auto mechanics was changed from a three-year course to a one-year course, and the period of seven months extended to nine months. This change was made by reason of the fact that most of the boys enrolling already had a very good general education. Seventy-five per cent of the student's time is now spent in practical shop work of an intensive nature, and twenty-five per cent in receiving general instruction directly related to the shop work.

In conjunction with the automobile course instruction was given in aviation engines, diesel engines, air compressors and oxy-acetylene welding. Already five of the boys have been placed in garages, and prospects are good for four others as soon as the school closes.

Twenty students were enrolled with an aggregate student record of 14,476 clock hours.

During the period November 1 to March 31 night school classes were held and instruction was given in aviation ground work and shop work relating to automobile, diesel and aeroplane engines. Thirty-one students were enrolled with an aggregate of 1,009 clock hours of work.

Correspondence Courses

Directed home study courses seem to be the only effective method of:—

1. Meeting individual interests, needs and capacities where, even in the largest cities, effective courses can be provided in only a limited number of the many occupations.
2. Equalizing educational opportunities in rural, village and town schools, where the choice is very small because a few teachers must handle all classes and subjects offered.
3. Providing educational opportunities for isolated individuals who are anxious to improve their training but are too remote from schools or competent private tutors.
4. Providing opportunities for ambitious out-of-school youths and adults and protecting them from exploitation by unreliable trade schools.

5. Providing for high school students an opportunity to try themselves out in the line of work which is likely to be their vocation, and enabling them to make a good start on what may be their life-work, by the time they have graduated from the high school. A great many high school students after graduating continue with their correspondence subjects.

The key man in correspondence course work is the principal of the local school. He knows the capacities of the boys and girls in his community and will be able to offer guidance and encouragement. A student working away by himself is likely gradually to lose interest if there is not some one at hand to encourage him.

The number of adults who enrolled as new students for correspondence courses during the year was 170. The number of high school students who took a home study option in place of one of the regular subjects was 249.

The correspondence subjects most in demand and enrolments therein are as follows:—

Steam Engineering	59	Commercial Art	12
Diesel Engineering	66	Milling (apprentices)	7
Radio	28	Needlework and Dressmaking..	15
Printing (apprentices)	7	Shorthand	60
Electricity	30	Typewriting	60
Automobile	23	Book-keeping	46

WINNIPEG EVENING SCHOOL COURSES

Course	Regular Students		Unemployed Students	
	Male	Female	Male	Female
Air Conditioning.....			90	
Armature Winding.....			28	
Auto Mechanics.....	84		221	
Bookkeeping.....			99	76
Business Arithmetic.....	9	1	25	10
Business Correspondence.....			16	7
Commercial Art.....	30	18	99	61
Cooking.....			166	136
Diesel Engines.....	37		176	
Drafting.....	147		44	
Electricity.....	165		339	
English for Non-English.....	85	90		
Farming.....			10	
First Aid.....			25	25
Forging and Gas Welding.....	58		224	
Home Nursing.....				21
Human Relations.....			55	50
Machine Shop.....	132		307	
Metal Engraving.....			30	
Millinery.....				32
Mining and Prospecting.....			28	
Physical Training.....			26	52
Public Speaking.....			33	37
Radio.....	53		36	
Printing.....	16			
Refrigeration.....			69	
Shop Mathematics.....	14		76	
Show Card Writing.....	24	9		
Sign Painting.....			66	
Slide Rule.....	11			
Shorthand.....			134	391
Shorthand and Typewriting.....	49	58	123	243
Steam Engineering.....			66	
Typewriting.....			352	683
Welding.....			28	
Woodturning.....	52		218	
Woodworking.....	54		387	
Dressmaking.....		31		405
Totals.....	1,020	207	3,596	2,229

VIII. COMBINES INVESTIGATION ACT

Proceedings under the Combines Investigation Act during the fiscal year ended March 31, 1938, are outlined below. Amendments enacted during the fiscal year provided for the administration of the Combines Investigation Act by a commissioner reporting to the Minister of Labour. Additional information concerning proceedings under this statute will be found in the annual report of the Commissioner of the Combines Investigation Act.

The Combines Investigation Act, chapter 26, R.S.C., 1927, was enacted in 1923 and amended in 1935 and 1937. Under this statute facilities are provided for the investigation of trade combinations, monopolies, trusts and mergers which may be alleged to have operated in restraint of trade and to the detriment of the public. Business organizations of this class which operate to the detriment of the public in fixing common prices, enhancing prices, limiting competition or otherwise functioning in restraint of trade are defined in the Act as combines. Participation or knowing assistance in the formation or operation of a combine is declared to be an indictable offence.

Earlier Dominion legislation providing against combinations in unlawful restraint of trade included an Act of 1889 now in force in amended form as section 498 of the Criminal Code, the Combines Investigation Act of 1910 and the Board of Commerce Act and Combines and Fair Prices Act of 1919. The latter two Acts were held to be constitutionally invalid and were replaced by the present Act, the constitutional validity of which was upheld by the Judicial Committee of the Privy Council in 1931.

Investigations made during the fiscal year related to a wide variety of trade practices and dealt with complaints in connection with production and wholesale and retail distribution of a number of classes of commodities. Steps to deter and prevent unreasonable practices for the restriction or elimination of competitors, undue price enhancements by combinations or monopolies, and other detrimental restraints of trade, were taken along lines designed to be preventive where possible. Submissions for criminal prosecutions had not been found necessary up to the end of the fiscal year in the cases thus dealt with during the year. Decisions in this respect had not been reached in several inquiries in progress at the end of the year.

At the outset of the year an investigation was made pursuant to an application with regard to an alleged combine in the manufacture and distribution of one class of building materials. It was claimed that prices had been substantially lowered by the largest concern in an attempt to eliminate competitors from business and to establish a detrimental monopoly in the area affected. Inquiry disclosed that prices had dropped over a period of years to apparently unprofitable levels, for reasons including a heavy decline in total volume of business in this field. Competition remained active and a report was made subsequently to the effect that no unlawful combination or monopoly had been disclosed by the inquiry. Preliminary inquiries in connection with complaints in relation to two other classes of building materials did not indicate violations of the Act.

Inquiries were made in a western province into an alleged combine of wholesale fruit and vegetable companies, stated by the applicants to be limiting supplies of produce and maintaining prices by agreement against the public interest. The market conditions examined were found to be freely competitive, within the limits of provincial legislation, and joint operations for group buying existing on a limited basis among some firms were not demonstrated to be likely to extend to any monopoly control of supplies or prices.

Complaints respecting several classes of household equipment were the subject of studies in relation to combinations of manufacturers and combinations of distributors. Preliminary inquiries were carried on which were considered to have had the effect of protecting the public from the establishment of combines. Alleged misuse of patents in a scheme to establish a price fixing combination was involved in one of these cases.

An application for an investigation with respect to the distribution of tobacco products was received and an inquiry was instituted shortly before the close of the fiscal year. Hearings in the case were held in the city of Edmonton in March. It was alleged that competition had been restricted to the detriment of the public through private control of prices and methods of distribution by a combination or monopoly. Persons failing to conform with the rules of the alleged combine or held by it to be otherwise unacceptable were stated to be prevented from carrying on normal businesses as wholesalers or retailers of tobacco products in the areas affected.

A second principal investigation in progress at the end of the fiscal year was directed to the examination of practices put into force by manufacturers of paperboard shipping containers, and preliminary consideration was given to somewhat similar practices which appeared to be in course of establishment with respect to two other classes of paper products.

Other less extensive inquiries were made throughout the year in connection with complaints alleging injurious restraints of trade to exist in particular trades and industries, similar to those already indicated.

IX. RELIEF LEGISLATION

The annual reports of the Department of Labour for the fiscal years ending respectively March 31, 1931, March 31, 1932, March 31, 1933, March 31, 1934, March 31, 1935, March 31, 1936, and March 31, 1937, outline the activities of the department in connection with the administration of The Unemployment Relief Act, 1930, The Unemployment and Farm Relief Act, 1931, and Continuance Act, 1932, The Relief Act, 1932, The Relief Act, 1933, The Relief Act, 1934, The Relief Act, 1935, and The Unemployment Relief and Assistance Act, 1936. Additional information concerning the administration of these statutes is contained in the reports of the Dominion Commissioner of Unemployment Relief under the above-mentioned Acts.

Appearing at the end of this chapter is a recapitulation showing Dominion disbursements under the relief legislation above referred to as at March 31, 1938.

THE UNEMPLOYMENT AND AGRICULTURAL ASSISTANCE ACT, 1937

At the second session of the eighteenth Parliament legislation was enacted cited as The Unemployment and Agricultural Assistance Act, 1937. This Act, which received royal assent on April 10, 1937, was designed to permit Dominion co-operation with the provinces in their endeavours to expand employment in primary and secondary production, to conserve and develop natural resources, to assist in the establishment and re-establishment of unemployed persons and to construct and assist in the construction of public works, for the purposes, among other things, of further accelerating the expansion of trade, industry and gainful occupation and thereby lessening governmental burdens consequent upon unemployment and agricultural distress.

The Act empowered the Governor in Council to enter into agreements with the provinces respecting the alleviation of unemployment and agricultural distress and providing for federal financial assistance, and with private corporations, partnerships or individuals respecting the expansion of industrial employment. Authority was provided for the granting of assistance to the provinces in regard to financing their share of relief costs, and for the renewal or consolidation of loans, advances or guarantees made under previous relief Acts. It was provided in the legislation that the Act be administered by the Minister of Labour.

GRANTS-IN-AID

Under the provisions of The Unemployment and Agricultural Assistance Act, 1937, the Dominion continued to assist all of the provinces except New Brunswick in discharging their responsibilities in connection with the granting of aid to necessitous persons by way of a monthly grant-in-aid. A monthly grant-in-aid was not made to the province of New Brunswick, as that province discontinued the granting of material aid, substituting therefor an enlarged works program towards the cost of which the Dominion, at the request of the province, contributed an additional amount equivalent to that which would have been paid to the province by way of monthly grants-in-aid had such been necessary.

During the first nine months of the fiscal year the conditions upon which payment of the grants-in-aid was made were that the grant-in-aid was to be used solely for the purpose of assisting the provinces in discharging their responsibilities relative to the aid of necessitous persons within their respective borders, without any discrimination as to racial origin, religious views or

political affiliations of any individual eligible to share in said aid, and that the provinces continue to supply to the Dominion such statistical and other information respecting the expenditure of the grants-in-aid as might be at any time required. The letters transmitting the grant-in-aid cheques to the provinces set forth these conditions and provided that acceptance of the cheque constituted an agreement as to the conditions stipulated.

Payments of the monthly grant-in-aid for the months of January, February and March, 1938, were covered by agreements which embodied certain conditions which the National Employment Commission recommended should cover further Dominion grants-in-aid. These agreements provided for payment by the Dominion to the provinces for each of the months mentioned a percentage of the total expenditure incurred by each of the provinces and their municipalities in providing material aid (food, fuel, clothing and shelter) to a maximum amount specified in each of the agreements. The percentage of the total expenditure which it was agreed the Dominion would bear was 30 per cent in the provinces of Prince Edward Island, Nova Scotia, Quebec, Ontario and British Columbia, and 35 per cent in Manitoba, Saskatchewan and Alberta.

The agreements provided that the grants-in-aid, in addition to being utilized for material aid purposes, might, subject to the approval of the Minister of Labour of Canada, be used to aid the province in the carrying out of works or training plans to provide the equivalent of material aid.

The agreements required the provinces and municipalities benefiting by the Dominion grant-in-aid to follow certain defined lines of identification and segregation of aid recipients, in order to distinguish more accurately between employables and unemployables for the purpose of furnishing definite information to the Dominion, such being necessary to ensure the reliability of the national registration.

The agreements further provided that the maximum value of material aid granted to any individual should be less than the normal earnings of an unskilled labourer in the district wherein the recipient resided as averaged over the year preceding the granting of aid, account being taken of average loss of time, it being provided that in determining said maximum in the case of heads of families adjustments might be made for the normal earnings of dependants of employable age and of proved employability.

Pending adjustment on receipt of final accounts from the provinces, the maximum amounts provided in the agreements as grants-in-aid for the months of January, February, and March, 1938, were paid to the provinces as accountable advances.

The amounts paid to each of the provinces by way of grants-in-aid for the fiscal year ending March 31, 1938, are shown in table No. 3, while the numbers in receipt of material aid are shown month by month in table No. 8.

WORKS IN CO-OPERATION WITH PROVINCES

Agreements were entered into under the provisions of The Unemployment and Agricultural Assistance Act, 1937, with all the provinces providing for a Dominion contribution towards the cost of certain works projects submitted by the provinces as being best suited to relieve the unemployment situation. Projects carried out by the provinces pursuant to these agreements, which expired March 31, 1938, consisted in the main of Trans-Canada Highway construction, provincial highway construction, provincial works and, in the larger cities, municipal works such as improvements to playgrounds, etc.

It was provided that those employed on works or undertakings covered by these agreements, other than administrative or supervisory personnel, should be selected from those who had registered with the Employment Service of Canada for employment in the province concerned, except in such instances as the Minister of Labour decided it was impracticable or inconsistent with reasonable

efficiency and economy so to do. As was the case in the 1936-37 works projects agreements, provision was made that not less than 50 per cent of the persons employed on works or undertakings covered by the agreements should be selected from relief rolls, except where the work was undertaken in a district wherein relief was not granted, in which case arrangements were made to select workers from those in necessitous circumstances within the district.

Table No. 1 indicates by provinces the average percentage of man-days worked by men taken from relief rolls or certified as eligible for inclusion in the computation of such percentage in accordance with the terms of the agreements during those months when relief works were carried out.

TABLE No. 1

	Per Cent
Prince Edward Island	59
Nova Scotia	60
Quebec	53
Ontario	61
Manitoba—General Agreement	59
Manitoba—Greater Winnipeg Sewage Project	50
Saskatchewan	57
Alberta	58
British Columbia	59

NOTE.—New Brunswick not included, there being no relief rolls, as explained on page 74.

The agreements also provided that no resident of Canada should, with relation to his employment or eligibility for employment, be discriminated against or favoured by reason of his race, religious views or political affiliation, and that it be the responsibility of the provinces to see that all persons employed in the execution of the works be paid fair wages.

It was further provided that in general the maximum number of hours per day to be worked on any of the said projects should be restricted to eight, but that in such instances as the provinces deemed advisable the said maximum might be exceeded, with the limitation that in no instance should any employee work in excess of an average of forty-eight hours per week over a period of three consecutive calendar weeks.

Where projects were specifically designated for the alleviation of urban unemployment conditions, the agreements specified that at least 75 per cent of the persons employed on such projects be selected from those living in urban areas in the vicinity of the respective projects.

The Dominion's commitments in regard to these works projects, together with the disbursements for the fiscal year ending March 31, 1938, are set forth in table No. 3, while the numbers reported by the provinces as having been afforded employment are set forth month by month in table No. 8.

YOUTH TRAINING

Following recommendations of the National Employment Commission, \$1,000,000 was voted by Parliament during the session of 1937 for the purpose of initiating training and development projects for unemployed young people. The provinces were notified that the Dominion was desirous of entering into agreements for the purpose of assisting them financially in the operation of projects designed to train and develop young men and women who were unemployed and in necessitous circumstances and, subsequently, agreements were entered into with all the provinces providing for a contribution by the Dominion of 50 per cent of the province's expenditures, up to a maximum amount provided in each agreement.

Under the terms of the agreements, selection of trainees rested with the provincial authorities, subject to approval by the Dominion. Applicants were

required to be between the ages of 18 and 30 years, inclusive, and, where possible, to have registered with the Employment Service of Canada. Where there were no branches of the Employment Service, evidence was required that applicants were unemployed and in need. It was further provided that the selection of trainees be made without discrimination or favour in relation to the racial origin, religious views or political affiliations of those eligible for selection, with preference given so far as practicable to those in greatest need or who had been longest unemployed.

The types of courses carried out by the provinces under the agreements which expired March 31, 1938, were as follows:—

Prince Edward Island.—Household work and home management, agricultural, occupational for men, forestry, and poultry and egg grading.

Nova Scotia.—Mining, household work, and agricultural.

New Brunswick.—Conservation and development of natural resources, household work, home-making, handicraft and specialized services, agricultural, and occupational training.

Quebec.—Mining, vocational guidance and occupational training, leisure time activities, household work and specialized services, rural and agricultural, and forestry.

Ontario.—Forestry and conservation, technical training for mining, household work, rural and agricultural, apprenticeship and learnership, and urban technical occupational training.

Manitoba.—Forest conservation, industrial learnership, household work, urban occupational and agricultural training for rural young people.

Saskatchewan.—Agricultural training, household workers, courses for women, and urban occupational training for men and women.

Alberta.—Forest conservation, urban occupational training for men and women, agricultural, and household work and specialized services.

British Columbia.—Forestry, placer mining, physical training and health education, and urban occupational training.

Details as to the Dominion's disbursements with respect to these matters are shown in table No. 3, while the numbers of young people receiving training are shown month by month in table No. 8.

AID IN THE DROUGHT AREAS

MATERIAL AID

As the Prairie Provinces were at April 1, 1937, still unable to care for those in need in the drought areas within their respective boundaries, the agreements entered into between the Dominion and each of those provinces, as outlined on page 76 of last year's report, were extended by Order in Council for the period April 1 to August 31, 1937. The amounts provided for the four-month period under these agreements, by which the Dominion assumed 100 per cent of the cost of material aid distributed in the drought areas, were \$40,000 for Manitoba, \$2,185,000 for Saskatchewan and \$165,000 for Alberta. In extending the Saskatchewan agreement changes were made for the months of July and August in the rural municipalities which it was agreed should comprise the drought area in that province. The agreements with Manitoba and Alberta were extended without any changes in the areas defined.

From September 1, 1937, the Department of Agriculture took over from the Department of Labour the administration of the monies provided for material aid in the drought areas under agreements with Saskatchewan and Alberta in

substantially the same terms as those above mentioned. This change was in conformity with the recommendation of the National Employment Commission that different groups of aid recipients should be segregated, and that agricultural aid should be distinguished as far as possible from unemployment aid. The new agreements included towns and villages as well as the farm areas, since all suffered alike from the drought. The Dominion continued to assume 100 per cent of the cost of material aid, consisting of food, fuel, clothing and, when necessary, shelter, and the agreements were made to apply to newly-defined drought areas embracing the same municipalities as those receiving the 100 per cent feed and fodder aid. The amount made available for Saskatchewan for the period September 1, 1937, to March 31, 1938, was \$7,000,000, and for Alberta \$640,000. There being no parliamentary appropriation available for such expenditures during the fiscal year 1937-38, the monies required were obtained by Governor General's Warrant. It later became apparent that the expenditures in Saskatchewan would considerably exceed the amount provided and an additional \$2,000,000 was voted as a supplementary estimate for 1937-38.

In addition to thus reimbursing the provinces for their expenditures for material aid in the drought areas, the Dominion purchased and distributed a quantity of fruit, vegetables, fish, beans and cheese to supplement the food purchases of those affected by drought. The expenditure thus incurred amounted to \$969,299.

FEED AND FODDER

With the recurrence of severe drought conditions in the Prairie Provinces in the summer of 1936 the Dominion, through agreements between the Department of Agriculture and the respective provinces, undertook to meet the full cost of feed and fodder assistance in the drought areas, as stated in last year's report. These agreements were renewed for the month of April, 1937, the amounts made available being \$175,000 for Alberta, \$275,000 for Saskatchewan and \$50,000 for Manitoba.

In the province of Saskatchewan continued, though reduced, assistance was required after April 30, and a further expenditure of \$200,000 was authorized for the period May 1 to August 31 under a new agreement respecting feed and fodder between the province and the Department of Agriculture. In the meantime it became apparent that drought conditions would once again lead to crop failure over a large part of the prairies and that both Saskatchewan and Alberta would require feed and fodder assistance during the autumn and winter. New agreements were therefore arrived at in August with both provinces revising the drought area to accord more closely with the areas affected by the 1937 drought. These agreements were supplemented later in the season by amending agreements under which towns and villages were included, the amounts to be expended were revised, and provision was made for assisting each province in those parts outside the defined drought area. The agreement with Saskatchewan also provided that live stock which would otherwise have to be maintained under the agreement might be moved to winter feeding grounds in Saskatchewan or a neighbouring province for winter maintenance. Under separate agreements the Dominion assumed the cost of transporting certain numbers of live stock to and from winter feeding grounds for farmers not otherwise eligible for feed and fodder assistance; the freight costs thus incurred were met from funds made available for feed and fodder assistance.

The feed and fodder agreements maintained the general features of the 1936 agreements as referred to in last year's report in that the Dominion assumed 100 per cent of the cost to the provinces of such feed and fodder purchased, shipped and distributed on provincial government certificate as was required in the drought areas, as defined, for the necessary feeding of live stock during the life of the agreement together with all freight charges thereon and the cost of

the movement of any equipment used by the municipalities or individuals in the areas in providing their own feed requirements. Fodder to maintain the normal live stock population in the drought areas was not available and it was necessary to limit, by provincial regulation, the number of live stock to be retained by an applicant for feed relief. By organizing and operating a cattle assembly and marketing plan the Dominion assisted farmers in the disposal of their live stock holdings in excess of the relief quota. Under the agreements the Dominion fixed from time to time the maximum prices payable by the provinces for hay and straw.

The Dominion's commitments and disbursements in respect to these matters are shown in table No. 3.

RE-ESTABLISHMENT OF SETTLERS

Continuing the policy of the previous year, provision was made by Parliament to the amount of \$300,000 for assisting in placing agricultural settlers on suitable farming lands and in aiding those already so placed to become self-sustaining. Agreements were reached with four provinces, New Brunswick, Saskatchewan, Alberta and British Columbia, whereby the Dominion contributed 50 per cent of the cost to the province of such assistance. Expenditures under agreements were made chiefly for the breaking and clearing of land, the purchase of building materials, farm implements and live stock, and the movement of settlers and their effects.

SINGLE UNEMPLOYED PERSONS

The agreements respecting the Farm Employment and Improvement Plan, entered into with all the provinces except Ontario and Nova Scotia under The Unemployment Relief and Assistance Act, 1936, as referred to on page 76 of last year's report, were, at the request of the provinces and pursuant to the provisions of The Unemployment and Agricultural Assistance Act, 1937, extended for the period April 1 to April 30, 1937. No payment was made to the farmer for the month of April, 1937, the allowance to the worker being \$7.50.

The agreements entered into under The Unemployment Relief and Assistance Act, 1936, with the provinces of British Columbia, Alberta, Manitoba and New Brunswick, respecting works undertaken as a supplementary means of providing employment for those single unemployed persons deemed unsuitable for farm work were also at the request of the provinces extended under The Unemployment and Agricultural Assistance Act, 1937, for the month of April, 1937.

In order to meet the problem of the single transient unemployed the Farm Employment and Improvement Plan, the cost of which is shared jointly by the federal and provincial Governments, was again placed in operation in the four western provinces from October 1, 1937, to March 31, 1938.

In addition to the normal movement of unemployed persons, the situation was intensified by the serious drought conditions centred in southern Saskatchewan, other provinces reporting that single persons were arriving in considerable numbers from the affected area.

The situation in Quebec did not warrant the renewal of the plan, the provincial government being of the opinion that the Youth Training plan would be capable of meeting the situation. No requests were received for its application from the other provinces in Eastern Canada.

The arrangement covered by the agreement provided for the payment to the farmer of \$5 per month, while those accepting employment under the plan received \$5 per month with an additional bonus of \$2.50 per month where continuous employment was maintained up to March 31, 1937, plus free transportation, and a clothing allowance, where necessary, not exceeding \$3.

In addition to the Farm Employment and Improvement plan, and in order to meet the peculiar needs of British Columbia, where agriculture does not lend itself to the absorption of large numbers of men, an agreement was entered into providing for a Dominion contribution of 50 per cent towards the cost of forestry and other works undertaken by the province as a supplementary means of providing employment. The agreement covered the period from November 1, 1937, to March 31, 1938.

To ensure that the men on completion of the work would not be without funds, a system of deferred pay was placed in operation, payable at specified post offices, the amount of money standing to the credit of any man on the completion of the work being paid in weekly instalments of \$4.

The numbers cared for month by month on these projects are set forth in table No. 8, while the Dominion's disbursements are shown in table No. 3.

RELIEF SETTLEMENT

Under the provisions of the Relief Act, 1932, agreements were completed with all the provinces except Prince Edward Island providing for a non-recoverable expenditure of one-third of an amount not to exceed \$600 per family for the purpose of providing a measure of self-sustaining relief to families who would otherwise be in receipt of material aid by placing such families on the land. It was provided that the remaining two-thirds of the expenditure should be contributed by the province and the municipality concerned. The agreements covered a period of two years and expired on March 31, 1934.

Under the provisions of the Relief Acts of 1934 and 1935, agreements, effective from April 1, 1934, to March 31, 1936, providing continuity of settlement with the agreements which expired March 31, 1934, were entered into with all the provinces except Prince Edward Island. Provision was made in these agreements for an additional non-recoverable contribution by the Dominion, on the recommendation of the province and with the approval of the Governor in Council, of one-third of an amount not exceeding \$100 in the case of a settler who might not be self-supporting at the end of the two-year period and for whom subsistence expenditure during the third year of settlement was deemed necessary. The additional amount for subsistence during the third year, where necessary, applied both to those settled under the 1932 agreements and those settled under the renewal agreements.

Under the provisions of the Unemployment Relief and Assistance Act, 1936, further agreements, effective from April 1, 1936, to March 31, 1940, providing continuity of settlement with the agreements which expired March 31, 1936, were entered into with the provinces of Quebec, Manitoba and Alberta. Provision is made in these agreements for placement of additional families on the land and a non-recoverable expenditure of one-third of an amount not to exceed \$1,000 per family for a period of four years. Provision is also made on behalf of families settled under previous agreements for an additional non-recoverable contribution by the Dominion of one-third of an amount not exceeding \$80 per family for the fourth year of settlement and \$70 per family for the fifth year of settlement, while in the agreement with Manitoba provision is made for a Dominion contribution of one-third of an amount not exceeding \$70 for the sixth year of settlement on behalf of families settled under the 1932 agreement. It is also provided with respect to Manitoba and Alberta that where the settler has been taken from a district without municipal organization the Dominion and province shall share equally in the expenditures required for the third, fourth, fifth and, in the case of Manitoba, sixth years of settlement.

Pursuant to the provisions of the Unemployment and Agricultural Assistance Act, 1937, an agreement was entered into with the province of Saskatchewan

in similar terms to those entered into with the provinces of Quebec, Manitoba, and Alberta, under the 1936 Act. The agreement with the province of Saskatchewan is effective from June 1, 1937, the date on which it was completed, to March 31, 1941.

Reports received from the provinces in regard to the number of approved settlers on the land under the 1932, 1934, 1935, 1936 and 1937 agreements as at March 31, 1938, and the Dominion contributions to the end of the fiscal year 1937-38 are shown in table No. 2.

TABLE No. 2

Province	Dominion Contribution	Number of Settler Families	Number of Individuals
	\$		
Nova Scotia.....	53,983 24	202	1,254
Quebec.....	226,596 97	1,681	10,520
Ontario.....	104,843 24	431	2,148
Manitoba.....	216,006 72	864	4,305
Saskatchewan.....	152,145 97	761	3,735
Alberta.....	134,273 63	453	2,186
British Columbia.....	10,109 16	33	183
	*897,958 93	4,425	24,331

* Not including expenditures which may have been made prior to March 31, 1938, for which accounts have not been received or if received have not been passed for payment at the date of this report.

COMMITMENTS AND DISBURSEMENTS

Table No. 3 shows the various projects and undertakings authorized under The Unemployment and Agricultural Assistance Act, 1937, and the Dominion disbursements in respect to these matters for the fiscal year ending March 31, 1938.

TABLE No. 3.—THE UNEMPLOYMENT AND AGRICULTURAL ASSISTANCE ACT, 1937—RECAPITULATION OF DOMINION COMMITMENTS AND DISBURSEMENTS FOR FISCAL YEAR ENDING MARCH 31, 1938

	Approved Undertakings		Dominion Disbursements (B)																						
	Dominion Commitment		Total		Material Aid		Trans-Canada Highway		Provincial Highways and Roads		Other Provincial Undertakings		Municipal Works		Youth Training		Farm Employment and Improvement and Supp. Plans		Drought Area		Other Undertakings (100% Dom.)		Total		
	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.	
— <i>Prince Edward Island</i>	Material Aid.....	27,150 00	132,150 00			27,150 00																		\$ cts.	117,091 47
	Trans-Canada Highway.....	750 00				750 00																			
	Provincial Highways and Roads.....	42,000 00						41,941 47																	
	Other Provincial Works.....	34,750 00									34,750 00														
	Municipal Works.....	12,500 00										12,500 00													
	Youth Training Projects.....	15,000 00																							
	Farm Employment and Improvement Plan.....	(A)																							
<i>Nova Scotia</i>	Material Aid.....	255,000 00	602,506 52			255,000 00																			
	Trans-Canada Highway—1931 Act Work.....	12,506 52						12,506 52																	
	Trans-Canada Highway—New Works.....	184,000 00						184,000 00																	
	Provincial Highways and Roads.....	91,000 00						91,000 00																	
	Youth Training Projects.....	60,000 00														48,441 06									
			540,500 00																					590,947 58	
	<i>New Brunswick</i>																								
Undertakings in Lieu of Material Aid—																									
Provincial Highways and Roads.....	127,000 00									127,000 00															
Other Provincial Works.....	20,500 00																								
Municipal Works.....	50,421 24																								
Grants to Municipalities.....	23,703 76																								
Other Work Projects—																									
Trans-Canada Highway.....	233,375 00							250,000 00																	
Youth Training Projects.....	50,000 00																								
Farm Employment and Improvement Plan.....	(A)																								
Work to Provide Assistance to Single Homeless Persons.....	15,500 00																								
			7,018,240 84			5,130,000 00																			
<i>Quebec</i>																									
Material Aid.....	5,130,000 00					5,130,000 00																			
Provincial Highways and Roads.....	443,576 11							389,223 16																	
Other Provincial Works.....	1,224,694 73																								
Youth Training Projects.....	220,000 00																								
Farm Employment and Improvement Plan.....	(A)																								
<i>Ontario</i>																									
Material Aid.....	6,030,000 00					6,030,000 00																			
Trans-Canada Highway.....	55,003 72							55,003 72																	
Provincial Highways and Roads.....	1,061,306 28																								
Other Provincial Works.....	494,000 00																								
Municipal Works.....	90,100 00																								
Youth Training.....	240,000 00																								

[illegible]

TABLE No. 3—THE UNEMPLOYMENT AND AGRICULTURAL ASSISTANCE ACT, 1937—RECAPITULATION OF DOMINION COMMITMENTS AND DISBURSEMENTS FOR FISCAL YEAR ENDING MARCH 31, 1938

	Approved Undertakings		Dominion Disbursements (B)										Total	
	Dominion Commitment	Total	Material Aid	Trans-Canada Highway	Provincial Highways and Roads	Other Provincial Undertakings	Municipal Works	Youth Training	Farm Employment and Improvement and Supp. Plans	Drought Area	Other Undertakings (100% Dom.)	Total	\$	cts.
<i>Department of Finance</i>														
Field Examination of Accounts.....	30,000 00	30,000 00										20,224 18	20,224 18	
<i>Miscellaneous</i>														
Frontier College.....	7,500 00	8,185 15										7,500 00	8,185 15	
Regina Riot, 1935.....	685 15											685 15		
Administration.....														
Sub-total.....	30,480,474 03	30,480,474 03	19,272,150 00	693,228 72	2,285,156 11	1,113,016 44	215,509 82	243,898 74	753,329 67	2,120,489 50	174,596 17	27,096,863 00		
FEDERAL DEPARTMENT OF AGRICULTURE														
<i>New Brunswick</i>														
Re-establishment of Settlers.....	75,000 00	75,000 00											17,024 86	
<i>Manitoba</i>														
Feed and Fodder.....	50,000 00	50,000 00								50,000 00		50,000 00		
<i>Saskatchewan</i>														
Feed and Fodder.....	11,175 000 00	20,335,000 00								8,341,302 28		15,414,697 63		
Material Aid.....	9,000,000 00									6,976,146 06				
Re-establishment of Settlers.....	160,000 00													
<i>Alberta</i>														
Feed and Fodder.....	1,025,000 00	1,740,600 00								450,468 59		790,304 39		
Material Aid.....	640,000 00									333,363 18				
Re-establishment of settlers.....	75,000 00													
<i>British Columbia</i>														
Re-establishment of Settlers.....	15,000 00	15,000 00												
<i>Saskatchewan and Alberta</i>														
Purchase and Distribution of Fish, Fruits, Vegetables and Cheese.....	1,000,000 00	1,000,000 00										969,299 83		
Sub-total.....	23,215,000 00	23,215,000 00								17,120,579 94		17,241,326 71		
GRAND TOTAL.....	53,695,474 03	53,695,474 03	19,272,150 00	693,228 72	2,285,156 11	1,233,763 21	215,509 82	243,898 74	753,329 67	19,241,069 44	174,596 17	44,338,190 31		

(A) Amount not specified.

(B) Not including expenditures which may have been made prior to March 31, 1938, for which accounts have not been received or, if received, have not been passed for payment at the date of this report.

SUPERVISION AND AUDIT OF EXPENDITURES

Pursuant to Section 7 of the National Employment Commission Act, 1936, the commission set up under that legislation made a report to the Minister of Labour with respect to the securing of an effective supervision and audit of expenditures of all relief and employment assistance moneys, recommending:—

1. That studies of the relief accounts of the provinces be made at least quarterly for each province;
2. That examination, from the working records of the provincial authorities, of all accounts arising out of Dominion-provincial agreements be made before payment by Dominion Government staffs at the seats of government of the provinces;
3. The preparation of a manual of audit instructions incorporating all rulings respecting the admissibility of certain types of expenditures incurred under Dominion-provincial agreements; and
4. That the field organization making such examinations of accounts be under the direction of one minister.

The Minister of Labour, in order to avoid duplication of effort and unnecessary cost, caused the subject matter of the National Employment Commission's recommendations to be considered by officials of the Auditor General's Office and of the Departments of Labour and Finance, who in turn recommend:—

1. That the field organization commence with the accounts respecting the agreements of the fiscal year 1937-38; and
2. That the Office of the Comptroller of the Treasury be made responsible for the work.

In line with the foregoing recommendations, Order in Council P.C. 813 of April 15, 1937, was issued on the recommendation of the Minister of Labour, instructing that under the direction of the Minister of Finance the Comptroller of the Treasury carry out in 1937-38 the recommendations in the report of the National Employment Commission with respect to effective supervision and audit of expenditures. Consequently, provincial claims rendered during the fiscal year 1937-38 have been subject to an audit by a representative of the Comptroller of the Treasury at the seats of the governments of the provinces, in accordance with the instructions contained in the aforementioned Order in Council.

During the past year the Auditor General has continued to conduct such examination of provincial and municipal relief accounts in respect of expenditures incurred under the eight preceding Relief Acts as in his opinion were required to safeguard the interest of the federal treasury. Table No. 4 shows totals by provinces of all amounts specifically reported by the Auditor General as refundable, refunded or otherwise adjusted and the balances pending settlement as of March 31, 1938.

TABLE No. 4

	Amounts Computed as Refundable by the Auditor General's Reports	Refunded	Otherwise Adjusted	Pending
	\$	\$	\$	\$
Prince Edward Island.....	54,355 80	7,112 84	20,513 30	26,729 66
Nova Scotia.....	151,396 52	17,686 80	24,526 14	109,183 58
New Brunswick.....	95,465 59	7,505 80	3,365 43	84,594 36
Quebec.....	1,191,748 36	212,257 56	1,301 12	978,189 68
Ontario.....	506,337 83	51,663 44	142,372 31	312,302 08
Manitoba.....	334,371 93	60,841 51	118,630 78	154,899 64
Saskatchewan.....	815,797 08	538,447 68	39,384 50	237,964 90
Alberta.....	384,913 87	55,670 76	50,958 63	278,284 48
British Columbia.....	2,071,297 85	38,635 82	.....	2,032,662 03
	5,605,684 83	989,822 21	401,052 21	4,214,810 41

Considerable progress has been made during the past year in bringing about satisfactory adjustment of claims as computed by the Auditor General against the provinces. The balance shown as pending settlement in the province of British Columbia is due to a report recently made by the Auditor General, which is at the present time receiving the province's attention.

Explanatory correspondence is being carried on continuously with the respective provinces to bring about satisfactory settlement of claims as reported by the Auditor General.

In addition to examinations conducted by the Auditor General, investigations have been carried out by the Unemployment Relief Branch and the provincial authorities which have resulted in refunds being made to the Dominion in adjustment of various over-payments.

The amounts thus refunded or established as being refundable by the provinces as at March 31, 1938, are shown in table No. 5.

TABLE No. 5

	Amounts Established as refundable by the Province arising from <i>other than</i> Auditor General's Reports	Recovered	Pending
	\$	\$	\$
Prince Edward Island.....	5,157 67	5,157 67	.....
Nova Scotia.....	40,862 42	40,862 42	.....
New Brunswick.....	2,962 75	2,962 75	.....
Quebec.....	262,122 59	244,454 95	17,667 64
Ontario.....	193,909 19	193,909 19	.....
Manitoba.....	124,438 40	124,438 40	.....
Saskatchewan.....	451,394 74	451,394 74	.....
Alberta.....	94,918 11	63,588 35	31,329 76
British Columbia.....	30,878 29	30,878 29	.....
Transportation.....	3 02	3 02	.....
	1,206,647 18	1,157,649 78	48,997 40

LOANS

Under authority of The Unemployment and Agricultural Assistance Act, 1937, the Dominion continued to make loans, where necessary, to the four western provinces for unemployment relief purposes. The total amount loaned applicable to the fiscal year 1937-38 was \$15,382,417.57. As security for repayment, the Dominion accepted provincial treasury bills bearing interest at the rate of three per cent per annum, payable half-yearly. In addition, the Dominion accepted Saskatchewan treasury bills to the amount of \$954,728.26 in respect to certain interest accruals on relief loans and \$371,671.82 in respect to overpayments of relief expenditures.

The following statement shows, by provinces, the amounts loaned during the fiscal year 1937-38; the net loans outstanding, March 31, 1937; repayments during the year, and the net loans outstanding as at the close of the fiscal year ending March 31, 1938.

Province of Manitoba—

Loans made, 1937-38:

For direct relief and farm placement	\$ 1,749,000 00
For public works, including the Greater Winnipeg Sewage Disposal Scheme	1,233,000 00
	<hr/>
	\$ 2,982,000 00
Less repayments during the year	22,811 74
	<hr/>
Net loans outstanding, March 31, 1937	\$ 2,959,188 26
	20,130,855 23
	<hr/>
	\$ 23,090,043 49
Less amount written off pursuant to Vote 392 of the Further Supplementary Estimates, 1936-37	804,897 02
	<hr/>
Net loans outstanding at close of fiscal year ending March 31, 1938	\$ 22,285,146 47

Province of Saskatchewan—

Loans made, 1937-38:

For direct relief, farm placement, etc.	\$ 8,450,042 97
For public works	508,374 40
For feed and fodder—provincial area	1,242,000 00
Acceptance of treasury bills in respect to certain interest accruals	1,032,697 29
Acceptance of treasury bill in respect to overpayments relief expenditures	371,671 82
	<hr/>
	\$ 11,604,786 48
Net loans outstanding, March 31, 1937	54,427,508 59
	<hr/>
	\$ 66,032,295 07
Less amount written down to non-active assets pursuant to Vote 393 of the Further Supplementary Estimates, 1936-37	17,682,157 61
	<hr/>
Net active loans outstanding at close of fiscal year ending March 31, 1938	48,350,137 46

Province of Alberta—

Loans made, 1937-38:

For unemployment relief purposes	\$ 200,000 00
Less repayments during the year	7,000 00
	<hr/>
	\$ 193,000 00
Net loans outstanding, March 31, 1937	25,886,198 00
	<hr/>
	\$ 26,079,198 00
Net loans outstanding at close of fiscal year ending March 31, 1938	

LOANS—*Concluded**Province of British Columbia—*

Loans made, 1937-38:	
For direct relief	\$ 1,000,000 00
For public works	1,000,000 00
	<u>\$ 2,000,000 00</u>
Less repayments during the year	458,363 23
	<u>\$ 1,541,636 77</u>
Net loans outstanding, March 31, 1937..	31,545,079 72
Net loans outstanding at close of fiscal year ending March 31, 1938	<u>\$ 33,086,716 49</u>
Grand total of loans outstanding at close of fiscal year ending March 31, 1938..	<u>\$ 129,801,198 42</u>

DEPARTMENT OF FINANCE, APRIL 30, 1938.

Table No. 6 shows a summary of all loans outstanding under relief legislation as at the close of the fiscal year 1937-38.

TABLE No. 6—UNEMPLOYMENT RELIEF ACTS—SUMMARY OF LOANS OUTSTANDING TO CLOSE OF FISCAL YEAR 1937-38

	Loans specifically to meet maturing obligations and interest	Loans specifically for agricultural relief, including seed grain	Loans for provincial purposes generally, including direct relief and public works	Total
	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Manitoba.....	1,139,454 69	234,818 54	21,715,770 26	23,090,043 49
Saskatchewan.....	3,934,341 46	15,134,633 04	46,963,320 57	66,032,295 07
Alberta.....	8,577,000 00	3,152,748 00	14,349,450 00	26,079,198 00
British Columbia.....	9,818,844 99	.....	23,267,871 50	33,086,716 49
	<u>23,469,641 14</u>	<u>18,522,199 58</u>	<u>106,296,412 33</u>	<u>148,288,253 05</u>
Less reductions as provided by Votes 392 and 393 of Further Supplementary Estimates, 1936-37—Manitoba, \$804,897.02 and Saskatchewan, \$17,682,157.61.....				18,487,054 63
				<u>129,801,198 42</u>
Canadian Pacific Railway Company (non-active loans).....				2,447,222 71
				<u>132,248,421 13</u>

DEPARTMENT OF FINANCE, April 30, 1938.

RECAPITULATION

Table No. 7 shows a recapitulation of Dominion disbursements under relief legislation from September 22, 1930, to the end of the fiscal year 1937-38, by provinces, federal departments, etc., and by Acts.

TABLE No. 7.—RECAPITULATION OF DOMINION DISBURSEMENTS UNDER RELIEF LEGISLATION TO THE END OF THE FISCAL YEAR 1937-38

REPORT OF THE DEPUTY MINISTER

Province, etc.	1930 Act	1931 Act	1932 Act	1933 Act	1934 Act	1935 Act	1936 Act	1937 Act	Total
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Prince Edward Island.....	85,199 45	129,098 00	25,098 93	99,040 98	146,869 38	286,923 00	291,415 89	117,091 47	1,190,739 10
Nova Scotia.....	833,689 09	1,069,517 24	580,317 41	1,261,475 13	574,003 19	1,265,367 51	1,110,450 00	590,947 58	7,316,070 15
New Brunswick.....	603,689 87	763,458 91	220,374 87	592,542 49	425,158 46	1,059,703 21	1,910,451 03	454,511 20	4,999,890 04
Quebec.....	3,282,370 74	5,437,261 42	4,252,761 35	8,297,384 65	6,345,547 63	7,502,517 90	10,814,623 62	6,394,937 70	52,307,404 11
Ontario.....	4,691,530 17	11,100,551 74	7,987,421 77	12,914,028 10	11,044,703 22	16,208,301 92	13,981,870 98	6,827,365 88	84,755,773 78
Manitoba.....	1,599,699 12	3,324,033 39	1,741,729 83	2,871,638 49	2,119,864 50	3,563,138 71	4,414,575 94	6,877,846 99	21,912,596 97
Saskatchewan.....	1,688,776 90	8,224,876 51	5,612,155 11	2,715,425 81	7,609,792 91	7,096,162 41	9,244,735 77	5,370,017 04	47,581,902 46
Alberta.....	1,281,241 45	3,038,270 86	1,300,042 12	1,572,363 39	1,498,331 34	1,780,686 67	2,611,443 16	1,979,613 45	15,031,902 44
British Columbia.....	1,376,068 99	3,939,664 85	3,227,085 39	3,447,954 75	2,301,317 30	2,282,530 71	3,496,186 24	2,194,447 69	22,295,975 92
Yukon and N.W.T.....	19,998 29	9,996 91	3,395 63	5,257 70	.....	10,452 78	.....	.....	49,101 31
Dept. Public Works.....	.....	1,726,732 64	6,904 43	.....	7,856,174 40	8,029,022 10	22,733 38	74,045 25	1,750,449 01
Dept. National Defence.....	.....	70,936 20	423,525 47	6,204,980 98	583,207 52	187,767 44	27,845 70	37,244 85	22,682,317 78
Dept. Mines and Resources.....	56,996 37	865,807 35	588,003 23	1,114,050 99	.....	.....	.....	.....	3,410,923 45
Dept. Transport.....	.....	1,772,725 74	.....	98,377 19	.....	.....	.....	.....	1,871,102 93
Dept. Justice.....	.....	83,180 55	.....	.....	.....	.....	.....	.....	83,180 55
Dept. Agriculture.....	.....	6,999 79	3,000 00	.....	.....	.....	.....	.....	9,999 79
Dept. Trade and Commerce.....	.....	.....	.....	43,504 68	.....	18,900 00	.....	.....	62,404 68
Dept. Finance.....	.....	.....	.....	123,211 16	.....	.....	.....	29,224 18	152,435 34
Nat. Battlefields Commn.....	.....	24,809 05	.....	.....	.....	.....	.....	.....	24,809 05
Board Railway Commissioners.....	500,000 00	500,000 00	.....	.....	.....	.....	.....	.....	1,000,000 00
Canadian Pacific Railway.....	863,550 00	209,196 95	.....	.....	.....	.....	.....	.....	1,072,746 95
Canadian National Railway.....	882,412 35	45,065 90	11,513 46	16,214 27	3,887 50	.....	.....	.....	882,412 35
Transportation of Unemployed.....	.....	.....	.....	42,968 04	.....	.....	.....	.....	76,681 13
Agr. Stabilization Fund.....	.....	.....	.....	.....	.....	.....	.....	.....	42,968 04
National Harbours Board.....	.....	.....	.....	.....	.....	.....	49,834 81	24,996 74	74,831 55
Dept. Labour.....	.....	.....	3,243 78	.....	5,049 89	.....	.....	.....	8,293 67
Frontier College.....	.....	.....	.....	.....	.....	21,048 62	7,500 00	7,500 00	15,000 00
Miscellaneous.....	.....	.....	.....	.....	.....	21,417 35	1,417 35	685 15	23,151 12
Administration.....	43,061 97	85,203 51	67,576 14	87,194 63	88,824 01	140,067 67	179,031 80	225,488 43	916,488 16
Sub-total.....	17,728,587 76	42,427,387 54	26,054,868 92	41,007,613 43	40,522,691 25	49,499,403 69	47,164,116 57	27,006,853 60	291,501,532 76
Dept. Agriculture.....	.....	.....	.....	.....	.....	.....	.....	.....	17,241,336 71
Grand Total.....	17,728,587 76	42,427,387 54	26,054,868 92	41,007,613 43	40,522,691 25	49,499,403 69	47,164,116 57	44,338,190 31	308,742,859 47

Table No. 8 shows the numbers assisted month

TABLE No. 8—SUMMARY BY MONTHS OF NUMBERS ASSISTED, AS REPORTED BY THE

		MATERIAL AID (FOOD, FUEL, CLOTHING AND SHELTER)							
		EXCLUDING DROUGHT AREAS				DROUGHT AREAS			
		Heads of Families	Depen- dents	Indi- vidual Cases	Total	Heads of Families	Depen- dents	Indi- vidual Cases	GRAND TOTAL
									MATERIAL AID
1932									
1	May.....	93,608	332,762	30,343	456,713	28,015	112,062	156	140,233
2	June.....	103,686	365,063	32,295	501,044	24,468	97,872	136	122,476
3	July.....	114,717	440,394	35,572	590,683	21,191	84,765	118	106,074
4	August.....	139,227	517,094	34,120	690,441	8,363	33,450	46	41,859
5	September.....	158,033	580,644	35,911	774,588	4,032	16,128	22	20,182
6	October.....	168,779	627,186	44,952	840,917	6,741	23,593	.....	30,334
7	November.....	203,680	800,483	45,734	1,049,897	11,617	52,277	58	63,952
8	December.....	223,037	896,411	50,842	1,170,290	13,120	59,040	66	72,226
1933									
9	January.....	245,853	992,442	59,034	1,297,329	12,064	54,288	61	66,413
10	February.....	259,799	1,046,132	66,760	1,372,691	16,273	73,228	82	89,533
11	March.....	266,847	1,054,673	68,896	1,390,416	18,992	85,463	95	104,550
12	April.....	267,803	1,089,846	70,097	1,427,746	16,310	73,394	81	89,785
13	May.....	241,176	962,897	64,001	1,268,074	12,320	55,440	62	67,822
14	June.....	225,913	819,975	37,179	1,083,067	9,563	43,033	48	52,644
15	July.....	207,908	747,691	30,446	986,045	9,657	43,456	49	53,102
16	August.....	202,363	724,453	31,560	958,376	2,080	9,360	11	11,451
17	September.....	197,623	691,159	31,528	920,310	8,867	39,901	45	48,813
18	October.....	207,362	769,153	42,665	1,019,180	11,686	52,586	59	64,331
19	November.....	210,665	762,483	46,699	983,847	26,330	113,485	133	144,948
20	December.....	227,447	786,216	45,197	1,058,860	31,108	139,985	157	171,250
1934									
21	January.....	236,605	818,989	45,055	1,100,649	34,773	156,478	175	191,426
22	February.....	248,133	859,118	44,541	1,151,842	35,491	159,709	178	195,378
23	March.....	257,503	900,637	47,723	1,205,863	33,837	118,429	170	152,436
24	April.....	236,990	815,739	43,574	1,096,303	31,331	109,658	157	141,146
25	May.....	228,964	789,125	40,121	1,058,210	33,575	117,612	168	151,255
26	June.....	201,246	656,743	33,713	891,702	33,168	116,088	167	149,423
27	July.....	181,790	625,121	30,897	837,808	32,626	114,191	164	146,981
28	August.....	186,158	618,458	29,414	834,030	31,866	111,631	160	143,557
29	September.....	186,406	608,531	29,616	824,553	30,716	84,232	1,669	105,617
30	October.....	197,423	665,635	34,110	897,168	19,081	121,323	2,563	153,917
31	November.....	196,712	657,043	35,484	889,239	33,124	138,005	3,138	174,267
32	December.....	212,943	710,364	43,192	966,499	32,878	133,662	4,997	171,537
1935									
33	January.....	240,193	785,837	42,955	1,068,985	33,548	137,523	5,069	176,140
34	February.....	240,051	849,652	47,137	1,136,840	33,965	138,984	5,243	178,192
35	March.....	252,889	868,115	51,242	1,172,246	34,161	139,103	5,319	178,583
36	April.....	244,862	862,593	54,124	1,161,579	32,901	133,942	5,011	171,854
37	May.....	234,939	831,988	46,908	1,113,835	31,376	127,444	4,797	163,617
38	June.....	216,742	759,739	43,424	1,019,905	30,115	122,639	4,591	157,345
39	July.....	206,137	728,622	41,473	976,232	29,541	120,038	4,546	154,125
40	August.....	194,019	696,676	34,794	925,439	28,986	117,926	4,437	151,345
41	September.....	210,720	638,723	37,020	886,463	3,474	14,555	515	15,554
42	October.....	215,290	636,038	39,637	890,965	6,850	27,740	915	35,505
43	November.....	205,530	688,748	43,310	937,588	18,761	77,979	2,131	98,871
44	December.....	220,921	781,387	48,175	1,050,483	23,619	99,666	2,723	126,008
1936									
45	January.....	247,934	883,661	53,932	1,185,527	27,054	110,484	3,023	140,561
46	February.....	256,367	915,622	54,811	1,226,700	28,908	122,018	3,234	154,180
47	March.....	257,284	926,705	56,085	1,240,074	29,560	125,090	3,408	158,058
48	April.....	242,253	880,118	54,087	1,176,458	27,379	116,510	3,165	147,054
49	May.....	218,573	783,384	47,860	1,049,817	21,262	89,085	2,672	113,019
50	June.....	196,365	711,640	53,173	961,178	19,574	81,956	2,390	103,920
51	July.....	185,880	670,021	52,114	908,015	19,884	82,395	2,406	104,685
52	August.....	179,417	647,100	53,157	879,674	19,261	80,225	2,519	102,005
53	September.....	180,402	642,029	51,304	873,735	19,215	77,520	3,196	99,931
54	October.....	181,563	641,031	53,061	875,655	25,368	99,518	4,323	129,209
55	November.....	188,391	665,983	54,883	909,167	26,512	103,210	4,277	133,999
56	December.....	200,134	705,142	57,552	962,828	31,010	119,852	4,862	155,724
1937									
57	January.....	211,504	743,580	57,493	1,012,577	31,974	123,650	4,948	160,572
58	February.....	219,037	767,713	56,988	1,043,738	32,493	125,359	5,049	162,901
59	March.....	220,098	765,665	60,003	1,045,766	33,137	129,537	5,287	167,961
60	April.....	207,385	734,325	57,289	999,009	30,999	120,746	4,843	156,588
61	May.....	179,757	639,025	51,885	869,667	29,800	115,796	4,633	150,229
62	June.....	150,552	529,898	43,934	724,684	27,649	111,907	5,073	144,629
63	July.....	129,579	445,462	44,940	619,990	28,132	110,418	4,372	142,922
64	August.....	121,238	413,633	38,328	573,199	28,257	111,633	4,421	144,311
65	September.....	116,279	394,146	32,911	542,336	39,015	147,526	6,222	192,763
66	October.....	125,565	429,763	35,658	590,786	40,999	156,315	7,311	204,625
67	November.....	140,000	480,970	42,811	663,781	42,488	158,092	7,178	207,758
68	December.....	157,602	546,526	43,262	747,390	44,108	163,153	7,581	214,842
1938									
69	January.....	163,433	575,039	46,921	785,393	44,872	166,644	7,766	219,282
70	February.....	172,973	607,991	47,500	828,464	45,000	179,300	7,950	232,250
71	March.....	178,044	623,289	47,164	848,497	45,450	167,200	8,125	220,775

* Preliminary figures.

ASSISTED

by month from May, 1932, to March, 1938

PROVINCES AND FEDERAL DEPARTMENTS, FROM MAY, 1932, TO MARCH, 1938

OTHER AID										GRAND TOTAL	—
Trans-Canada Highway	Other Provincial Works	Municipal Works	Federal Works	Work for Transients	Farm Place- ment, Numbers on Farms	Single Home- less Cared for	Move- ment and Assist- ance of Settlers	Relief Settle- ment	Youth Train- ing		
1932											
900	4,303	47,881	189	.....	.....	12,244	.....	.....	.....	662,463	May..... 1
790	5,300	52,930	264	.....	124	13,612	.....	.....	.....	696,540	June..... 2
465	364	8,923	308	.....	304	13,023	.....	779	.....	720,923	July..... 3
424	361	5,295	56	.....	289	13,804	.....	1,706	.....	754,265	August..... 4
391	519	3,141	188	.....	.....	12,404	.....	2,389	.....	813,802	September..... 5
310	376	3,455	235	.....	.....	13,127	.....	4,109	.....	892,863	October..... 6
253	470	1,567	138	.....	2,399	38,035	.....	4,663	.....	1,161,380	November..... 7
165	190	855	44	.....	3,422	45,648	.....	6,107	.....	1,298,950	December..... 8
1933											
.....	103	180	32	.....	7,728	50,370	.....	7,443	.....	1,429,598	January..... 9
.....	45	13	45	.....	9,867	53,883	.....	7,715	.....	1,533,842	February..... 10
.....	32	51	280	.....	10,271	53,313	.....	7,925	.....	1,566,838	March..... 11
.....	30	466	122	.....	9,014	53,982	.....	8,537	.....	1,589,682	April..... 12
40	29	218	194	.....	8,666	52,702	.....	8,988	.....	1,406,733	May..... 13
205	3,000	72	159	.....	6	51,912	.....	9,357	.....	1,200,422	June..... 14
1,012	7,274	23	53	.....	.....	55,282	.....	9,713	.....	1,112,544	July..... 15
9,550	17,209	2,116	45	.....	.....	45,849	.....	10,058	.....	1,054,654	August..... 16
8,638	11,135	18,549	55	.....	1	34,978	.....	10,052	.....	1,052,531	September..... 17
11,480	17,877	12,332	382	.....	1	41,576	.....	11,277	.....	1,178,436	October..... 18
11,753	29,665	25,032	428	.....	4,184	41,243	.....	12,303	.....	1,253,403	November..... 19
10,664	35,037	30,013	465	.....	10,247	41,383	.....	12,643	.....	1,370,562	December..... 20
1934											
10,735	30,537	28,282	390	.....	14,012	40,979	.....	13,559	.....	1,430,569	January..... 21
11,149	34,346	28,577	356	.....	14,808	40,762	.....	13,841	.....	1,491,059	February..... 22
10,975	36,840	24,802	394	.....	10,065	42,709	.....	14,276	.....	1,504,360	March..... 23
9,403	27,194	14,967	413	.....	.....	45,335	.....	14,895	.....	1,349,656	April..... 24
8,664	30,141	19,348	399	.....	.....	46,144	.....	14,872	.....	1,329,033	May..... 25
8,235	46,885	28,901	382	.....	.....	40,708	.....	15,581	.....	1,181,817	June..... 26
7,410	37,574	28,298	266	.....	.....	37,996	.....	15,469	.....	1,112,102	July..... 27
6,181	19,338	20,620	329	.....	.....	31,600	.....	16,200	.....	1,071,855	August..... 28
6,253	20,250	18,253	410	.....	9	29,123	111	18,111	.....	1,022,583	September..... 29
5,889	18,020	15,822	628	.....	2,838	32,425	143	17,354	.....	1,141,375	October..... 30
4,487	16,166	12,240	640	.....	7,899	36,005	86	17,975	.....	1,153,943	November..... 31
3,902	31,592	9,880	502	.....	.....	36,031	30	17,975	.....	1,245,847	December..... 32
1935											
2,741	35,609	3,881	677	.....	11,428	37,403	31	18,163	.....	1,355,058	January..... 33
2,843	44,124	3,420	668	.....	12,009	37,546	20	18,229	.....	1,433,891	February..... 34
2,760	40,334	4,965	743	.....	12,208	38,856	130	18,279	.....	1,469,104	March..... 35
2,457	37,817	884	766	.....	.....	39,048	57	18,104	.....	1,432,516	April..... 36
2,547	8,400	790	593	.....	.....	37,024	12	18,097	.....	1,344,915	May..... 37
4,987	10,305	1,102	703	.....	.....	38,333	.....	18,073	.....	1,250,703	June..... 38
5,407	2,332	1,174	902	.....	.....	34,137	.....	18,158	.....	1,192,467	July..... 39
8,522	2,910	840	954	.....	.....	28,886	.....	18,531	.....	1,137,481	August..... 40
11,646	3,014	932	1,217	.....	.....	24,983	.....	18,477	.....	965,286	September..... 41
11,880	5,188	1,439	2,297	.....	.....	32,937	.....	18,821	.....	999,032	October..... 42
7,317	5,220	1,838	1,205	.....	3,637	39,346	.....	18,752	.....	1,113,794	November..... 43
4,294	3,557	1,667	776	.....	8,844	40,186	22	18,912	.....	1,254,749	December..... 44
1936											
3,873	1,759	2,024	841	.....	12,838	40,131	.....	18,722	.....	1,406,276	January..... 45
3,871	1,897	1,895	799	.....	13,287	39,470	.....	18,586	.....	1,460,665	February..... 46
3,538	1,202	1,891	978	.....	14,026	34,376	.....	18,577	.....	1,472,714	March..... 47
4,015	7	1,091	.....	.....	.....	15,366	.....	18,291	.....	1,362,282	April..... 48
4,811	40	1,056	.....	.....	.....	14,135	.....	18,295	.....	1,201,173	May..... 49
4,195	1,902	1,227	.....	.....	.....	6,074	.....	18,219	.....	1,096,715	June..... 50
6,428	14,688	748	.....	.....	.....	5,278	391	17,984	.....	1,058,217	July..... 51
7,258	20,321	1,180	.....	.....	.....	4,876	359	17,912	.....	1,033,585	August..... 52
6,829	24,967	1,401	.....	.....	.....	4,954	494	18,493	.....	1,030,894	September..... 53
9,832	37,988	839	.....	.....	4,376	5,675	2,761	18,264	.....	1,084,599	October..... 54
6,249	35,017	620	697	.....	10,642	5,882	953	18,470	.....	1,121,696	November..... 55
3,064	18,464	67	2,984	.....	36,177	5,883	580	18,388	.....	1,204,159	December..... 56
1937											
1,191	11,875	175	4,731	.....	43,915	5,683	304	18,330	.....	1,259,353	January..... 57
330	7,446	438	4,814	.....	43,254	5,191	589	18,334	.....	1,287,035	February..... 58
399	5,135	478	5,223	.....	43,087	5,087	1,715	18,123	.....	1,292,974	March..... 59
126	2,759	215	4,505	.....	34,111	.....	.....	18,163	.....	1,215,476	April..... 60
1,338	6,261	415	5,093	.....	.....	.....	.....	18,261	.....	1,052,264	May..... 61
2,215	11,786	656	2,245	.....	.....	.....	.....	18,409	332	904,956	June..... 62
2,744	18,226	608	1,815	.....	.....	.....	.....	18,610	925	805,840	July..... 63
2,392	18,338	737	.....	.....	.....	.....	.....	19,121	1,258	759,356	August..... 64
1,274	16,845	980	.....	.....	.....	.....	.....	21,491	1,598	778,287	September..... 65
723	15,046	980	.....	.....	5,178	.....	.....	22,720	3,545	843,603	October..... 66
212	9,922	1,225	1,920	.....	20,710	.....	.....	23,788	19,098	948,414	November..... 67
71	4,234	1,415	2,486	.....	33,559	.....	.....	24,211	15,941	1,044,149	December..... 68
1938											
54	3,019	73	2,629	.....	39,571	.....	.....	24,210	23,683	1,097,914	January..... 69
38	2,817	105	2,300	.....	40,315	.....	.....	24,015	27,575	1,157,879	February..... 70
.....	626	75	2,503	.....	40,055	.....	.....	24,331	33,618	1,170,480	March..... 71

X. NATIONAL EMPLOYMENT COMMISSION ACT

Reference was made in last year's report to the enactment early in the fiscal year 1936-37 of The National Employment Commission Act, 1936, providing for the establishment of a commission advisory to the Minister of Labour. That report also contained a review of the principal recommendations of the commission which had been approved and upon which the Government had taken action up to March 31, 1937, as follows: for a national registration and classification of the unemployed on relief; for the adoption of farm placement and alternative plans to provide winter employment in the primary products industries for physically fit single homeless adults; for training schemes designed to increase the employability of unemployed young people; for the promotion of a nationwide home improvement campaign; and for a pre-audit by the Dominion of all provincial expenditures in connection with the Dominion grants-in-aid for relief purposes.

INTERIM REPORT

On July 21, 1937, the commission issued an interim report outlining its activities during the thirteen-months period from the date of its inception to June 30, 1937. The first section of the report described the steps taken by the commission in securing data to be used in determining the nature and extent of the problem of unemployment, of which the most important were the national registration of relief recipients and the issuance of an employers' questionnaire. The second section dealt with the formulation of recommendations regarding practical measures for increasing employment. In this connection the commission put forward two plans designed to meet immediate needs, a home improvement plan and a farm improvement and employment plan, as well as a plan for a government housing policy, training plans to increase employability and plans for assisted land settlement. At the same time the commission recommended against any immediate expansion in public works programs. The third section of the report was devoted to detailed recommendations regarding practical measures for ensuring efficiencies and economies in the administration of aid. The fourth section embodied recommendations for the setting up of machinery to carry out commission policies approved by the Government, special emphasis being laid upon the necessity of national administration of the Employment Service of Canada. In conclusion, the commission reiterated the extreme importance which it attached to early action along the following four particular lines: continued registration of all persons in receipt of aid; improvement in efficiencies of the Employment Service of Canada; the establishment of demonstrated need as a basis for grants-in-aid by the Dominion to the provinces, by the provinces to the municipalities and by the municipalities to the recipients of aid; and the provision of an adequate appropriation to be used as a nucleus for developing local training, reconditioning and rehabilitation projects.

FINAL REPORT

On January 26, 1938, the Minister of Labour received the comprehensive final report of the National Employment Commission. This report was divided into three sections having the following objectives: (1) to review the employment and relief situations in the light of developments to date, to chronicle the status of the commission's recommendations as outlined in its interim report and to indicate what further steps should, in the commission's view, be taken in the immediate future; (2) to examine more permanent plans and policies

affecting problems of employment and unemployment under varying economic conditions and to chronicle the commission's views thereon; and (3) to recommend the provision of such administrative machinery as, in the commission's view, is necessary if its short and/or long range policies are to be given practical implementation.

Section I of the final report constituted a reiteration and expansion of the four principal points upon which the commission had laid emphasis in its interim report, as outlined above. Forming part of this section were the following appendices to the report: (A) the text of the interim report, omitting statistical material which was superseded by later information; (B) details of organization of the commission and a statement of its expenditures; (C) registration tabulations for September, 1937, with comparable information for September, 1936, covering information in regard to recipients of aid to which the Dominion contributed; (D) the text of the six information service bulletins published by the commission at periodic intervals during its existence; and (E) details of the commission's low-rental housing plan.

Section II of the report began with an analysis of the impact of economic depression on Canada, with which was included as the final appendix to the report a study of the effects of the depression upon various groups in the Dominion. From this analysis the commission went on to outline the broad governmental policies necessary, in its opinion, to recovery. Regarding the present system of conditional Dominion grants-in-aid toward the relief of unemployment distress, the commission expressed the opinion that the Dominion should not merely give money but should also exert administrative control over the expenditure of such grants to the provinces. At the same time it recorded its view that, financial and constitutional considerations permitting, the co-ordination of a nationally administered system of unemployment insurance and employment offices, supported by a similarly administered system of unemployment aid, would have decisive advantages over the present system in coping with problems of employment and unemployment. With respect to the organization of aid, the commission suggested provision for: (1) conference and consultation between governmental authorities with a view to establishing definite lines of responsibility for differing types of distress, such discussions to be followed later by further conferences with voluntary agencies in order to develop practices most likely to lead to effective co-ordination of state and voluntary effort; (2) adoption and use of common terms, record forms, common statistical records and reports and common procedures in accounting; and (3) isolation and treatment along special lines of problems requiring differentiation in attack. Dealing with the subject of public works programs, the commission recorded its approval of a policy of careful expansion and contraction of public expenditures to offset fluctuations in private expenditures, the works undertaken in such programs to be those which have a definite value in promoting the competitive strength of Canadian industry and in improving the conditions of life in the Dominion. With regard to the effect upon employment of the reduction of hours of work and the increasing use of labour-saving devices in industry, the commission recommended: (1) that industry undertake a special program of overhauling factory operations and distributor buying policy, with a view to increasing the numbers employed by reductions in working schedules and maintaining employment on a more even keel as a matter of public and private economy; and (2) that the increasing mechanization of industry be encouraged, with resultant transitional unemployment being accepted as a national responsibility. Section II concluded with a discussion of the necessity of providing for an adequate supply of skilled and semi-skilled labour. In this connection the commission recommended provision for: (1) rehabilitation work arising out of the necessities of intermittent periods of economic stress; and (2) permanent training measures, such as apprenticeship and learnership, applicable at all times. In both cases, in the opinion of the commission, the primary responsi-

bility, apart from that which falls on industry itself, should lie with the provinces, but in the first case Dominion financial contribution might on occasion be necessary and in the second case Dominion co-operation and co-ordination would be advantageous.

Section III of the final report contains recommendations for the provision of administrative machinery to implement the recommendations made in sections I and II, as follows:—

I. Steps to carry out immediate commission recommendations:

- (1) Continuation of existing registration work.
- (2) Publication on a factual basis of data relating to problems of employment and relief, with a view to maintaining public support for the measures necessary to implement the policies laid down.
- (3) Negotiations connected with recommendations for:—
 - (a) co-ordination of Dominion-provincial-municipal and welfare agency efforts in the relief of distress;
 - (b) correlation of government works projects with governmental aid provided in other forms, and evaluation of such projects in accord with the criteria established;
 - (c) active development of the program for the rehabilitation and reconditioning of the necessitous unemployed, pending modernization of the employment services and running concurrently therewith; and
 - (d) co-ordination of activities of the various governmental departments, especially Labour, Agriculture, Mines and Resources, and Fisheries, in achieving remedial types of attack on local employment and relief problems.

II. Steps to carry out long range commission recommendations:

- (1) Registration work as now being carried out in co-operation with the provinces and municipalities.
- (2) Employment service modernization and administration on a basis which will gradually develop a nationally directed and effective placement service to serve as a focal point for local attacks on employment and aid problems.
- (3) Institution and organization of unemployment insurance and administration of Dominion unemployment and occupational aid, if the Dominion Government assumes the functional division of administrative responsibilities envisaged in section II. (One of the commissioners dissented from this recommendation and from the recommendations in section II upon which it was based.)
- (4) Co-ordination work as between Dominion and provincial and, where found advisable and practicable, municipal authorities in organizing aid, assistance and relief and in co-ordinating them with voluntary aid.
- (5) Continuing examination of the level of public expenditures, private and governmental, with a view to recommendations for appropriate governmental action on public works programs as varying economic circumstances require.

XI. INTERNATIONAL LABOUR ORGANIZATION (LEAGUE OF NATIONS)

The Department of Labour is charged with important duties arising out of Canada's relations with the International Labour Organization, which is based on co-operation between the Governments, the organized employers and the organized workers of the whole world, and was established in association with the League of Nations at the close of the Great War, under the authority of the Treaties of Peace, with the object of securing the improvement of industrial conditions by legislative action and international agreement. It comprises: (1) the *General Conference of Representatives* of the member countries (a complete delegation from each member state consisting of two Government representatives, one employers' and one workers' delegate), which meets once a year, or oftener if required, usually at Geneva, and which may be considered the legislative body of the Organization; (2) the *International Labour Office*, which is the permanent secretariat, and which collects and distributes information on all subjects relating to the international adjustment of conditions of industrial life and labour; and (3) the *Governing Body of the International Labour Office*, which, in addition to controlling the Office, is charged with the preparation of the agenda of the annual sessions of the General Conference.

The International Labour Conference has a membership of sixty-two states, and at present includes all the industrial countries of the world except Germany, which retired from the Organization in 1935. The resignation of Italy in December, 1937, will not go into effect until December, 1939. At the twenty-three sessions of this Conference which have been held since 1919, sixty-two draft conventions and fifty-six recommendations have been adopted, all of which have been communicated to the member states of the Organization. These draft conventions and recommendations are not binding on the member states, but the latter are under obligation to bring them before the authority, or authorities, within whose competence the matters lie for the enactment of legislation or other action.

In successive Orders in Council adopted on report of the federal Minister of Justice from 1920 to 1935 it was declared that some of the proposals emanating from the annual meetings of the Conference dealt with questions which were within the exclusive jurisdiction of the Dominion Parliament, and that others were within the sphere of provincial authority. Accordingly the draft conventions and recommendations which fell within the latter category were brought to the attention of the provincial authorities, but none of these particular draft conventions has been ratified to date, although examination of the provincial laws has shown that the requirements of some of them are met in whole or in part by existing provincial legislation.

With respect to the proposals emanating from the International Labour Conference which were found to be within federal authority, a recommendation was adopted by Order in Council in 1923 with respect to the communication to the International Labour Office of statistical or other information regarding emigration, immigration and the repatriation and transit of immigrants, and in 1926, on recommendation of the federal Minister of Labour, four draft conventions for the protection of seamen were ratified and the Canada Shipping Act amended to give effect thereto. These draft conventions concerned: (1) minimum age for the admission of children to employment at sea; (2) unemployment indemnity in case of loss or foundering of the ship; (3) minimum age for admission of young persons to employment as trimmers or stokers; and (4) compulsory medical examination of children and young persons employed at

sea. In 1935 motions were adopted by Parliament to approve three other conventions concerning: (1) seamen's articles of agreement; (2) the marking of the weight on heavy packages transported by vessels; and (3) protection against accidents of workers employed in loading or unloading ships. Legislation to implement these conventions had been embodied in the Canada Shipping Act, 1934, which came into effect on August 1, 1936. The conventions in question, however, have not as yet been ratified.

At the 1935 session of Parliament, three further conventions of the International Labour Conference were ratified by the Government of Canada concerning: (1) hours of work in industry; (2) weekly rest in industry; and (3) minimum wage-fixing machinery; and measures were enacted by Parliament the same year to give effect to them, but no regulations had been approved at the time that the legislation came into force. Subsequently a reference was made to the Supreme Court of Canada as to the authority of the Dominion Parliament to enact these measures, and the judgment rendered was then taken to the Judicial Committee of the Privy Council in London, which declared that all three of these Acts were *ultra vires* of the Parliament of Canada. They therefore remain inoperative.

This branch of the work of the Department of Labour necessitates a close study of the various technical questions appearing on the agenda of the different sessions of the International Labour Conference and of the quarterly meetings of the Governing Body, and entails much correspondence with other departments of the Dominion Government, with the provincial governments and with employers' and workers' organizations all over the Dominion. Replies to the various questionnaires which are circulated on behalf of the International Labour Office are also prepared in the Department of Labour.

In order to keep in close touch with the work of the League of Nations and of the International Labour Organization, the Canadian Government has had an Advisory Officer resident in Geneva since 1924. Dr. W. A. Riddell held this post until October, 1937, when he was succeeded by Mr. H. Hume Wrong, formerly Counsellor to the Canadian Legation in the United States, Washington, D.C.

TWENTY-THIRD SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The International Labour Conference held its Twenty-third Session from June 2 to June 24, 1937, at Geneva, Switzerland. This meeting had a large attendance, there being present from fifty-three countries 101 Government, 38 employers' and 36 workers' delegates, with 251 technical advisers.

The Canadian delegation to the Conference consisted of the following:—

Delegates representing the Government of Canada.—Dr. W. A. Riddell, Canadian Advisory Officer accredited to the League of Nations, Geneva; and Mr. W. M. Dickson, Deputy Minister of Labour, Ottawa, Ontario.

Technical Advisers to the Government Delegates.—Mr. C. R. McIntosh, M.P., Chairman of the Committee of the House of Commons on Industrial and International Relations, North Battleford, Saskatchewan; Mr. Norman S. Dowd, Secretary-Treasurer, All-Canadian Congress of Labour, Ottawa, Ontario; Mr. Alfred Charpentier, General President, La Confédération des Travailleurs Catholiques du Canada, Inc., Montreal, P.Q., and Mr. Zenon David, President of the Canadian Federation of Labour, Montreal, P.Q.

Delegate representing the Employers of Canada.—Mr. A. R. Goldie, President of Goldie & McCulloch Co., Ltd., and Chairman of the Industrial Relations Committee of the Canadian Manufacturers' Association, Galt, Ontario.

Technical Adviser to Employers' Delegate.—Mr. H. W. Macdonnell, Secretary of the Industrial Relations Department, Canadian Manufacturers' Association, Toronto, Ontario.

Delegate representing the Workpeople of Canada.—Mr. Robert J. Tallon, Secretary-Treasurer, Trades and Labour Congress of Canada, and President of Division No. 4 of the Railway Employees' Department, American Federation of Labor, Ottawa, Ontario.

Technical Adviser to Workpeople's Delegate.—Mr. D. W. Morrison, Vice-President of Trades and Labour Congress of Canada, and President of District No. 26, United Mine Workers of America, Glace Bay, Nova Scotia.

Canada was represented on committees of the Conference as follows: on the Committee on Public Works by Mr. Dickson, Mr. Goldie (with Mr. Macdonnell as substitute) and Mr. Tallon, who was elected Vice-Chairman; Committee on Printing and Kindred Trades by Mr. McIntosh, M.P., who was elected Chairman; Committee on the Chemical Industry by Dr. Riddell, and by Mr. Morrison, who also served on the Selection Committee; Committee on the Textile Industry by Mr. Charpentier; Committee on Safety in the Building Industry by Mr. David; Committee on Minimum Age Conventions on Industrial and Non-Industrial Employment by Mr. Dowd and Mr. Goldie; and Committee on Application of Conventions by Mr. Goldie, and Mr. Morrison as substitute.

The agenda of the Conference comprised the following items:—

1. Safety provisions for workers in building construction with reference to scaffolding and hoisting machinery;
2. Reduction of hours of work in the textile industry;
3. The planning of public works in relation to employment;
4. Reduction of hours of work in the printing and kindred trades;
5. Reduction of hours of work in the chemical industry;
6. Partial revision of the Minimum Age (Industry) Convention, 1919; and
7. Partial revision of the Minimum Age (Non-Industrial Employment) Convention, 1932.

The first two of these subjects had come up for first discussion at the Twentieth Session (which was the last General Session) of the Conference in 1936, but the other items were new subjects and were discussed for the first time. In addition, the Conference dealt with the annual report of the Director of the International Labour Office and the summary of the annual reports by States members on the measures taken to give effect to the provisions of conventions to which they are parties. It also took note, without discussion, of the decennial reports on the working of (a) the Workmen's Compensation (Accidents) Convention of 1925, (b) the Workmen's Compensation (Occupational Diseases) Convention of 1925, and (c) the Inspection of Emigrants Convention of 1926, respectively; and of the quinquennial report on the working of the Forced Labour Convention of 1930.

In addition to a number of resolutions, the following draft conventions and recommendations were adopted by the Conference:—

Draft conventions concerning: (1) safety provisions in the building industry; (2) reduction of hours of work in the textile industry; (3) minimum age for admission of children to industrial employment (revised, 1937); and (4) the age for admission of children to non-industrial employment (revised, 1937).

Recommendations concerning: (1) safety provisions in the building industry; (2) inspection in the building industry; (3) co-operation in accident prevention in the building industry; (4) vocational education for the building industry; (5) international co-operation in respect of public works; (6) the national planning of public works; and (7) the minimum age for admission of children to industrial employment in family undertakings.

The Conference decided to place on the agenda of the 1938 session the question of the generalization of the reduction of hours of work in all economic activities which are not covered by the conventions already adopted.

WORLD CONFERENCE ON THE SOCIAL AND ECONOMIC PROBLEMS OF THE TEXTILE INDUSTRY

On the invitation of the President of the United States of America, a world tripartite technical conference on the textile industry was held in Washington, D.C., from April 2 to 17, 1937, under the auspices of the International Labour Organization, to consider all those questions which directly or indirectly have a bearing on the improvement of social conditions in different branches of the textile industry, including cotton, wool, silk rayon (artificial silk), linen, jute, etc., in which more than fourteen million people are employed throughout the world.

This conference brought together representatives (accompanied by technical advisers) of the governments, employers and workers of twenty-seven of the principal textile manufacturing countries of the world, viz., Belgium, Brazil, Canada, China, Cuba, Czechoslovakia, Ecuador, Finland, France, Germany, Great Britain, Greece, Guatamala, India, Japan, Latvia, Mexico, Netherlands, Peru, Poland, Roumania, Sweden, Turkey, the Union of Socialist Soviet Republics, the United States of America, Uruguay and Yugoslavia.

The Canadian delegation to the conference was made up as follows:—

Government Delegate:

Mr. Gerald H. Brown, Assistant Deputy Minister of Labour, Ottawa, Ont.

Technical Advisers to Government Delegate:

Mr. James F. Marsh, Deputy Minister of Labour for the Province of Ontario, Toronto, Ont.

Mr. Gerard Tremblay, Deputy Minister of Labour for the Province of Quebec, Quebec, P.Q.

Mr. Alfred Charpentier, President, La Confederation des Travailleurs Catholique du Canada, Inc., Montreal, P.Q.

Mr. A. S. Whiteley, Secretary, Royal Commission on the Textile Industry, Ottawa, Ont.

Employers' Delegate:

Mr. H. G. Smith, Chairman of the Board of Directors, Mercury Mills, Limited, Hamilton, Ont.

Technical Advisers to Employers' Delegate:

Mr. Jackson H. Marx, President, Associated Textiles of Canada, Limited, Montreal, P.Q.

Mr. Blair Gordon, Managing Director, Dominion Textile Co., Limited, Montreal, P.Q.

Mr. A. V. Young, President and General Manager, Hamilton Cotton Co., Ltd., Hamilton, Ont.

Mr. Douglas Hallam, Secretary, Primary Textiles Institute, Toronto, Ont.

Workers' Delegate:

Mr. P. M. Draper, President, Trades and Labour Congress of Canada, Ottawa, Ont.

Technical Advisers to Workers' Delegate:

Mr. Alphonse Morrisette, President of Local Union No. 2467, United Textile Workers of America, and Financial Secretary, Trades and Labour Council, Three Rivers, P.Q.

Mr. Alexander Welch, member of Local Union No. 2495, United Textile Workers of America, Toronto, Ont.

Mr. Arthur Laverty, President of Local Union No. 2499, United Textile Workers of America, Cornwall, Ont.

In advance of the opening of the conference, a report in two volumes of over six hundred pages had been prepared in the International Labour Office, entitled "The World Textile Industry: Economic and Social Problems", which served in reality as the agenda of the textile conference, dealing as it did with all of the aspects of this industry which might bear on the improvement of the social conditions of the workers. Consequently, it contained chapters relating to such matters as production, consumption, trade, tariffs, etc., with a view to sketching the economic background against which the problems of employment, wages, hours and working conditions must be viewed, since reference to the economic, commercial and financial conditions of the industry is inevitable in considering how the improvement of labour conditions in the industry can best be advanced.

The deliberations of the conference resulted in the unanimous adoption of three reports, dealing with (1) social problems of the textile industry, (2) economic problems of the textile industry and (3) the need for developing statistical information in all of the principal textile-producing countries in order to permit of international comparisons as to the working conditions in the different countries.

As will be noted from the account of the Twenty-third Session of the International Labour Conference given above, a draft convention was adopted at that session for the limitation of hours of work in textile plants to forty per week.

GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body of the International Labour Office, which is elected triennially by the International Labour Conference, besides being charged with the general supervision of the International Labour Office and with the preparation of the agenda of the annual Conference of representatives of the member states, decides the measures to be taken to give effect to resolutions of the Conference, appoints advisory and technical committees of experts from different countries on a large range of subjects and decides what steps should be taken in the light of their conclusions.

Prior to 1934, the Governing Body consisted of twenty-four members, twelve representing Governments, six representing employers and six representing workers. In order to meet criticism that this number did not permit of the adequate representation of countries outside Europe, the constitution was amended and the number raised to thirty-two, with a stipulation that six of the Government members, two of the employers' members, and two of the workers' members must belong to non-European states. Of these thirty-two members, sixteen represent Governments, eight represent employers and eight represent workers.

Of the sixteen members representing Governments, eight are nominated by the states "of chief industrial importance"—Canada, France, Great Britain, India, Italy, Japan, the Union of Soviet Socialist Republics, and the United States of America. The remaining eight are appointed by states selected for the purpose every three years by the general body of the Government delegates at the International Labour Conference representing states other than those "of chief industrial importance". The eight employers' representatives and the eight workers' representatives are elected every three years by the employers' and workers' delegates, respectively, at the Conference.

It is laid down in the Standing Orders of the Governing Body that its chairman, who must be elected annually; shall be chosen, under a system of rotation, from European and non-European countries, from states "of chief industrial importance" and from the other states. The Government of Canada was honoured by having its representative on the Governing Body, who is the Canadian Advisory Officer to the League of Nations resident in Geneva, elected chairman for the year 1936.

Besides being included in the Government group of the Governing Body, Canada has a deputy membership in the Workers' group through the election at the triennial meeting held in June, 1937, of Mr. P. M. Draper, President of the Trades and Labour Congress of Canada.

As a rule, the Governing Body meets quarterly. During the fiscal year 1937-38 four meetings were held as follows:—

79th Session, at Geneva, May 6-9, 1937.

80th Session, at Geneva, May 31-June 1, 1937.

81st Session, at Prague, October 6-9, 1937.

82nd Session, at Geneva, February 3-5, 1938.

Standing committees have been set up by the Governing Body of the International Labour Office to advise it on various questions, and the Canadian Government is represented by Mr. H. H. Wrong, the Canadian Advisory Officer to the League of Nations resident in Geneva, as a full or deputy member of the committees on Finance, Standing Orders, Periodical Reports, Cost of Living, and Agricultural Work.

In addition to the foregoing committees, which are composed exclusively of members of the Governing Body, various other committees have been set up, membership in which is not confined to the Governing Body itself. Of these, Canada is represented on the following: Mixed Advisory Agricultural Committee, Permanent Agricultural Committee, Management, Public Works, Accident Prevention, Social Insurance, Automatic Coupling, Industrial Hygiene, Workers' Spare Time, Joint Maritime Commission, Women's Work, Statistical Experts and Unemployment Insurance and Placing.

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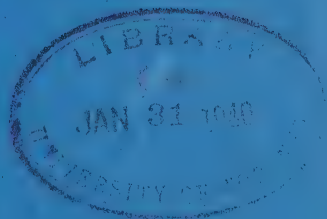
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REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1939



OTTAWA
J. O. PATENAUDE, I.S.O.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1940

Price, 25 cents

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*To His Excellency the Right Honourable Baron Tweedsmuir of Elsfield, P.C.,
G.C.M.G., C.H., Governor General and Commander-in-Chief of the
Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1939, all of which is respectfully submitted.

NORMAN McL. ROGERS,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1939

To the Hon. NORMAN McL. ROGERS,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ending March 31, 1939.

During the year the following statutes were administered under your authority; Labour Department Act; Conciliation and Labour Act; Industrial Disputes Investigation Act; Government Annuities Act; Employment Offices Co-ordination Act; Technical Education Act; Combines Investigation Act; and The Unemployment and Agricultural Assistance Act, 1938. The department also continued to administer the Fair Wages Policy of the Government of Canada, as set forth in Orders in Council passed in 1922, 1924 and 1934 and in The Fair Wages and Hours of Labour Act, 1935, and to carry on the work arising out of Canada's relations with the International Labour Organization.

NEW LEGISLATION

The legislation introduced at the 1939 session of the Dominion Parliament included three measures coming under the administrative authority of the Department of Labour, as follows: The Technical Education Extension Act, 1939; The Unemployment and Agricultural Assistance Act, 1939; and The Youth Training Act, 1939.

At the end of the fiscal year under review the province of Manitoba had not yet made use of its entire appropriation under the terms of the Technical Education Act, there being an unearned balance of more than \$275,000 to the province's credit as at March 31, 1939. The Technical Education Extension Act, 1939, amends the Technical Education Act so as to make this unexpended appropriation available for an additional period of five years, that is, until March 31, 1944.

Continuation of assistance by the Dominion Government in the alleviation of unemployment and agricultural distress during the fiscal year 1939-40 is provided for in The Unemployment and Agricultural Assistance Act, 1939. This measure is in the same form as The Unemployment and Agricultural Assistance Act, 1938 (the provisions of which are summarized on page 70 of this report), with the addition of financial assistance to the provinces to pay their share of expenditures in respect to The Youth Training Act, 1939.

During the fiscal years 1937-38 and 1938-39 provision was made under the terms of The Unemployment and Agricultural Assistance Act, 1937, and The Unemployment and Agricultural Assistance Act, 1938, respectively, for the Dominion Government to promote and assist in the training of unemployed

young people in order to fit them for gainful employment. It has been found, however, that there are definite handicaps to the most efficient functioning of a youth training program under the terms of a statute the authority of which extends over one year only. The Youth Training Act, 1939, accordingly authorizes the carrying out of such a program over a period of three years, commencing April 1, 1939, an appropriation of \$1,500,000 for this purpose being set aside for each of the fiscal years 1939-40, 1940-41 and 1941-42.

STATISTICAL INFORMATION RELATING TO THE CONDITIONS OF LABOUR

In last year's report it was stated that the total number of trade union members in Canada in 1937, namely, 384,619, was greater than that recorded in any previous year. The year 1937 was also the first in which the number of local unions exceeded 3,000, the total for the year being 3,258. Statistics compiled in the department reveal that the 1938 figures in turn were greater than those for 1937. The total number of local trade unions in Canada in 1938 was 3,318, the combined membership of these local unions being 385,039.

During 1938 there was a continuation of the upward movement in wage rates which began in 1934, although the increases were not as great as in 1937. The Department of Labour's index of wages, based on wage rates in 1913 as 100, was 199.4 for 1938, as compared with 191.4 for 1937. Increases were greatest during the year in logging and sawmilling, coal mining, steam railways and miscellaneous factory trades, while gains were also recorded in the building trades, common factory labour, electric railways, the printing trades and the metal trades.

The department's index number of the cost of living in Canada, based on the average for the calendar year 1913 as 100, was 130 at the end of the fiscal year under review, as compared with 132 at the end of 1937-38, decreases in the retail prices of food and clothing more than offsetting advances in rent and fuel. The highest figure in recent years was recorded at the end of 1929, when the index stood at 160, and the low point was reached in the summer of 1933, when the figure was 120. Wholesale prices moved downward until the autumn of 1938 and thereafter were relatively stable until the end of the fiscal year.

The number of strikes and lockouts in Canada during 1938 showed a marked decrease from 1937, as did the number of workers involved and the loss of working time. In 1937, when labour disputes were more serious and widespread than in any year since 1919, there were 278 strikes and lockouts, involving 71,905 workers, with a time loss of 886,393 man working days. In 1938 there were 147 disputes, involving 20,395 workers, with a time loss of 148,678 man working days. Only nine disputes involved more than 500 workers and only three caused over 10,000 days' time loss.

ADMINISTRATION OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT

Forty-five applications for the establishment of Boards of Conciliation and Investigation under the provisions of the Industrial Disputes Investigation Act were dealt with in the fiscal year 1938-39, the total number of employees directly affected being more than 16,000. Fifteen boards were established during the year; eight submitted unanimous reports, six of these being accompanied by signed agreements which the boards had been instrumental in negotiating. In no case was the award of a board followed by an interruption of work.

CANADIAN GOVERNMENT ANNUITIES

A substantial increase in the purchase of Canadian Government Annuities was recorded during the period under review. The number of contracts issued in 1938-39 was 8,518, as compared with 5,724 in 1937-38, while the total pur-

chase money amounted to \$18,189,318.98, as compared with \$13,550,483.22 in the previous year. A noteworthy development was the greatly increased interest shown in group retirement annuity plans.

COMBINES INVESTIGATION

Several important inquiries under the provisions of the Combines Investigation Act were undertaken or completed during the year. An investigation into an alleged combine in the distribution of tobacco products in the province of Alberta and elsewhere in Canada revealed the existence of a combine operating to the detriment of the public, and the Attorney General of Alberta subsequently authorized institution of proceedings against a number of tobacco manufacturers and wholesalers believed to be members of the combine. Another investigation completed during the year disclosed the operation of combines in the manufacture and sale of paperboard shipping containers and related products, and this case was submitted to the attorneys general of the provinces directly concerned. At the end of the fiscal year an investigation into an alleged combine in the distribution of fruits and vegetables in Western Canada was in progress. Numerous other inquiries were instituted during the year in connection with complaints alleging the existence of injurious trade restraints.

UNEMPLOYMENT AND AGRICULTURAL ASSISTANCE

During the period under review the Dominion Government continued its policy of supporting and supplementing the efforts of the provinces to discharge their responsibilities with regard to the alleviation of unemployment and agricultural distress and of granting them financial assistance in this connection where necessary. As at March 31, 1939, Dominion disbursements under the provisions of The Unemployment and Agricultural Assistance Act, 1938, amounted to more than \$26,500,000, and at that date loans to provinces under authority of the Act totalled nearly \$10,500,000.

GRANTS FOR MATERIAL AID

Agreements were entered into with eight of the provinces providing for Dominion grants for material aid (food, fuel, clothing and shelter). Dominion disbursements in this respect during the fiscal year 1938-39 were in excess of \$16,000,000. At the province's request, in lieu of a grant for material aid, a special grant-in-aid agreement was made with the province of New Brunswick providing for Dominion contribution to certain provincial and municipal undertakings.

YOUTH TRAINING

The Dominion-provincial youth training program, instituted during the fiscal year 1937-38 with a view to increasing the employability of unemployed young people, was continued in 1938-39. All nine provinces again signed agreements providing for Dominion contribution of 50 per cent of approved provincial expenditures, up to a maximum amount stipulated in each agreement, all administrative costs being borne by the respective provinces. Dominion disbursements in connection with youth training projects under the 1938-39 agreements were over \$400,000 as at March 31, 1939. The total enrolment in the various types of training projects during the year was approximately 72,000, inclusive of a number of trainees continuing from the previous fiscal year. The aggregate enrolment from the inception of the youth training program to March 31, 1939, was almost 118,000.

ASSISTANCE TO SINGLE UNEMPLOYED PERSONS

Under the provisions of The Unemployment and Agricultural Assistance Act, 1938, agreements were again made with the four western provinces respecting the placement on farms of necessitous single unemployed. The agreements, effective from October 1, 1938, to March 31, 1939, provided for Dominion contribution of 50 per cent of provincial expenditures in this regard, exclusive of administrative costs. A supplementary agreement in similar terms was entered into with the province of British Columbia, effective from November 1, 1938, to March 31, 1939, covering forestry and other projects to be undertaken by that province. At the end of the fiscal year the Dominion Government had disbursed some \$230,000 under these agreements and placements totalled over 28,000.

OTHER RELIEF MEASURES

During the year agreements were executed providing for Dominion contributions to certain approved relief works undertaken by the provinces and municipalities. Assistance to the provinces was likewise continued in respect to relief settlement under agreements completed in previous years. In addition to the various activities administered by the Department of Labour, there were also certain measures coming within the provisions of The Unemployment and Agricultural Assistance Act, 1938, which were administered by other departments. The Department of Agriculture administered the granting of material aid and feed and fodder relief in the drought areas of the Prairie Provinces, as well as the re-establishment of settlers in New Brunswick, Saskatchewan, Alberta and British Columbia. The Department of Mines and Resources entered into agreements with all the provinces providing for Dominion contribution to provincial relief works projects designed to provide transportation facilities into mining areas and to develop tourist highways.

NATIONAL REGISTRATION

Mention has been made in previous reports of the national registration and classification of unemployed relief recipients initiated by the National Employment Commission in September, 1936. This work is now being carried on by the Department of Labour and information with respect thereto is given in the present report (see pp. 94-104). During the fiscal year 1938-39 there was a monthly average of 863,344 persons in receipt of material aid in Canada, as compared with a monthly average of 925,011 in 1937-38, a decrease of 6.7 per cent. The monthly average total of fully employable persons in receipt of aid during the period under review was 152,135, a decrease of 8.3 per cent from the monthly average of 165,863 during the previous fiscal year.

CANADIAN ASSOCIATION OF ADMINISTRATORS OF LABOUR LEGISLATION

In conclusion, attention may be drawn to the formation during the period under review of the Canadian Association of Administrators of Labour Legislation. At a conference of Dominion and provincial officials, held at Ottawa in May, 1938, it was decided to establish a permanent organization of government officers responsible for the enactment and enforcement of labour laws and regulations throughout Canada. The objects of the association, which will hold regular meetings henceforth, are to serve as a medium for the exchange of information and encourage co-operation among its members, to promote the highest possible standards of law enforcement and administration and to attain

uniformity of legislation and regulations thereunder. The Department of Labour has endeavoured to co-operate to the utmost in the advancement of this association, which it is felt will be of considerable value to those administering labour legislation in this country.

I have the honour to be, Sir,

Your obedient servant,

W. M. DICKSON,

*Deputy Minister of Labour and Registrar of
Boards of Conciliation and Investigation.*

APRIL 6, 1939.

I. LABOUR DEPARTMENT ACT

The Labour Department Act, chapter 111, R.S.C., 1927, under which the Department of Labour operates, provides that, with a view to the dissemination of accurate statistical and other information relating to conditions of labour, the department shall "collect, digest and publish in suitable form statistical and other information relating to the conditions of labour, shall institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue at least once in every month a publication to be known as the *Labour Gazette*, which shall contain information regarding conditions of the labour market and kindred subjects, and shall be distributed or procurable in accordance with terms and conditions in that behalf prescribed by the minister".

In accordance with this provision, statistical and other information relating to labour conditions has been collected and analysed by the department since its establishment in 1900 and published in the *Labour Gazette*. In addition to the monthly publication of the *Labour Gazette*, which was one of the original functions of the department, a comprehensive annual report on Labour Organization in Canada is compiled and published by the Labour Intelligence Branch. The department also issues annually a report on Labour Legislation in Canada, containing the text of the labour laws enacted by the Parliament of Canada and by the provincial legislatures. A complete reference library on labour and kindred subjects is maintained by the department and serves as a centre for its research activities.

In accordance with the Statistics Act (1918), chapter 190, R.S.C., 1927, and under arrangements with the Dominion Statistician, statistics are collected and published in co-operation with the Dominion Statistician, in close association with statistics of general social and economic conditions as organized in the Dominion Bureau of Statistics.

Statistical data regarding employment is collected and compiled by the Employment Service Branch in accordance with the provisions of the Employment Offices Co-ordination Act—see chapter VI.

THE LABOUR GAZETTE

The *Labour Gazette* has been issued monthly in English and French since September, 1900, its publication being one of the original functions of the Department of Labour, prescribed by Section 10 of the Conciliation Act of 1900 (now Section 4 of the Labour Department Act).

Since its inception the *Labour Gazette* has maintained a continuous record of industrial, social and economic conditions in Canada as reflected in legislation, employment and unemployment, price trends, labour disputes, industrial relations programs, conventions and recommendations of labour bodies, etc.

In later years the changing concepts of employer-employee relationships (as represented in collective agreements under legislative sanction) and of social welfare, with its increasing tendency toward state regulation (as seen in health and housing programs), have been revealed through the medium of the *Labour Gazette*. The comparatively new problem of relief, with its complicated developments of responsibility and administration, has been fully dealt with in the columns of the *Gazette*, together with statistical analyses of various classes of recipients.

One of the particular functions of the department is the promotion of industrial harmony, and prominence is therefore given in the *Labour Gazette*

to proceedings under the Industrial Disputes Investigation Act and the Conciliation and Labour Act. Under the former, reports of boards are published in accordance with the requirements of the statute, and under the latter, summaries are given of the more important cases dealt with by the department's conciliation service.

Complete information is also given with respect to proceedings under other measures administered by the department, including the Employment Offices Co-ordination Act, the Technical Education Act, the Government Annuities Act, the Relief Acts and the Fair Wages and Eight Hour Day Act, and to proceedings under the federal Order in Council providing for the payment of fair wages to workmen employed under Dominion Government contracts for the manufacture of fittings for public buildings and various classes of governmental supplies. Articles on proceedings under the Combines Investigation Act are also published from time to time, as well as statistical data on old age pensions.

Included in the statistical information published is a monthly analysis of prices, wholesale and retail, in Canada, indicating trends in the cost of living and showing the prices of staple articles, together with index numbers of price movements over a period of years. Similar statistics compiled from records in other countries are also given for purposes of comparison. Periodical statements and tables appear indicating the trend of employment and the extent of unemployment in Canada and in the various provinces and municipalities. Statistical information on changes in wages and hours of labour is presented from time to time in special articles. Administrative activities under existing Dominion and provincial Acts relating to labour, together with legal decisions affecting labour, are also covered regularly in the *Labour Gazette*. The conventions and other activities of labour unions are described, with particular reference to legislative proposals put forward by organized labour. Reference is also made to the activities of employers' organizations in the field of industrial relations and to the progress of the movement for the prevention of industrial accidents. A special section records the work of the International Labour Organization (League of Nations), the draft conventions and recommendations adopted by that body being published in full.

The average monthly distribution of the *Labour Gazette* during the calendar year 1938 was 11,503 (9,332 English and 2,171 French), an increase of 773 copies compared with the average monthly distribution in 1937. The average monthly paid circulation was 6,038 copies, of which 4,816 were of the English and 1,222 of the French edition. A nominal subscription of 20 cents a year is charged, the purpose of the subscription being to keep the distribution within the limits of the actual demand, rather than to meet the cost of production. In addition to the paid circulation, the *Gazette* is issued gratuitously to certain public bodies and institutions, as well as to persons who from time to time supply information required by the department. The average monthly distribution of complimentary copies was 5,465, of which 4,516 were of the English and 949 of the French edition. At the close of each year a limited number of volumes are bound, with a classified index, and sold to subscribers at \$2 a volume.

STATISTICAL BRANCH

Statistical and other information as to strikes and lockouts, changes in prices and the cost of living, wages and hours of labour, industrial agreements and industrial accidents is collected and compiled by the Statistical Branch of the department and published in the *Labour Gazette* or in special supplements thereto. The information as to wages is used also in connection with the administration of the Fair Wages Policy of the Dominion Government and for the determination of wages for certain classes of Dominion Government employees on prevailing rates under the Civil Service Act, data being furnished to the

various departments for this purpose as required. The information collected and compiled is further used in connection with the settlement of industrial disputes and negotiations for agreements as to wages and working conditions, not only by conciliation officers of the department and Boards of Conciliation and Investigation under the Industrial Disputes Investigation Act, but also by employers and employees, who secure on request, regularly or from time to time, special compilations for this purpose. The department also receives numerous requests for such information from persons interested in the establishment or development of industries and from those engaged in the study of labour and social problems.

STRIKES AND LOCKOUTS

A record of strikes and lockouts has been published each month since November, 1900, in the *Labour Gazette*. A review, with a statistical analysis for each calendar year, is published in the February or March issue in the year following. A strike or lockout, included as such in the record, is a cessation of work involving six or more employees for at least one working day or causing a time loss of at least ten man working days. The statistical compilation includes only workers directly affected, that is, those on strike or locked out, but the employees indirectly involved, that is, unable to work because of the stoppage, are shown in footnotes where the number is important. A separate record of minor disputes is maintained. While the number of these is usually small, 18 were reported during 1938, involving 433 employees and causing a time loss of 91 man working days.

Information as to the occurrence of a strike or lockout is secured through newspapers, from correspondents of the *Labour Gazette*, from the officers of the department in touch with disputes and negotiations, from labour organizations or other representatives of workers involved and from employers concerned. A statement as to each dispute showing causes, dates, results, etc., is secured, if possible, from the representatives of each party.

The number of strikes and lockouts in Canada during 1938 was 147, involving 20,395 workers, with a time loss of 148,678 man working days. These figures show considerable decreases from those for 1937, when there were 278 disputes, involving 71,905 workers, with a time loss of 886,393 days, labour disputes having been more serious and widespread in 1937 than in any year since 1919. The number of disputes, while only about one-half of that for 1937, was slightly higher than the figures for 1932, 1933 and 1935 but lower than in 1934 and 1936. The number of employees involved was lower than in any year since 1931. The time loss, being only one-sixth of that in 1937, was less than in any year since 1931 and approximately equal to the average for the five-year period 1926 to 1930, the lowest since the record was begun in 1901. The year 1938 was marked by the number of disputes involving comparatively small numbers of workers for short periods. There were only nine which involved more than 500 workers, the total time loss due to these being but 37,600 days, and only three caused over 10,000 days' time loss.

The most important disputes during the year were those involving sawmill workers at Fort Frances, Ont., from April to June; fishermen at Lunenburg, N.S., in January; lime plant workers at Blubber Bay, B.C., from June to the end of the year; cotton factory workers at Cornwall, Ont., in January; restaurant workers at Toronto, Ont., from June to November; automobile parts factory workers at Windsor, Ont., from August to October; taxicab drivers in Toronto in April; and coal miners at Minto, N.B., continuing into January from October, 1937. Over one-half of the time loss was in manufacturing industries but there was also considerable time loss in fishing, mining and local transportation.

As in 1936 and 1937, the proportion of disputes as to recognition of union, employment and discharge of union workers, etc., was large, there being 53

such disputes, involving 7,589 workers, with a time loss of 60,350 days. Disputes primarily as to wages also numbered 53 and involved 7,034 workers, with a time loss of 59,543 days.

Nearly half of the workers in all disputes were partially successful, while thirty per cent were successful and eighteen per cent were unsuccessful.

Nearly half of the disputes, 64 out of 147, occurred in the province of Ontario, and these caused 72,984 days' time loss, 49 per cent of the time loss for the year. In Nova Scotia there were 26 disputes, with a time loss of 24,441 days; in Quebec there were 19 disputes, with a time loss of 10,533 days; in Alberta there were 11 disputes, with a time loss of 9,874 days; and in British Columbia there were 10 disputes, with a time loss of 19,633 days, over half of which was due to a strike of lime plant workers at Blubber Bay. In New Brunswick there were four disputes, with a time loss of 4,180 days, and in Saskatchewan there were three disputes, with a time loss of 3,400 days. In Manitoba there were eight disputes, with a time loss of only 967 days, all being brief. In Prince Edward Island there was only one dispute (highway construction truck drivers), causing a time loss of 167 days. An interprovincial strike of steamship employees, deckhands, etc., on the Great Lakes and St. Lawrence River for two days in April caused a time loss of 2,500 days.

A feature of the year was the increasing extent to which strikes and lockouts were settled by conciliation. Out of the 147 disputes recorded 56 were settled by direct negotiations between the parties involved and 49 by conciliation. This was probably due partly to the increasing proportion of disputes as to union recognition, which are less likely to be settled by direct negotiations and result in recourse to conciliation, and partly to the fact that in recent years most of the provinces have provided for conciliation in labour disputes, either by legislation for the appointment of boards of conciliation or arbitration or by the appointment of conciliation officers, and several have enacted legislation as to union recognition and the right of workers to organize. It may be mentioned that many disputes have been so settled before they resulted in strikes or lockouts. Three strikes and lockouts were terminated by reference to arbitration and four by reference to boards under the Dominion Industrial Disputes Investigation Act. Eighteen disputes were terminated by return of workers on employers' terms and 12 by replacement of workers on strike or locked out. Five disputes were recorded as unterminated at the end of the year.

There were no "sit-down" or "stay-in" strikes of importance during 1938, whereas in 1937 there were eleven. In a few instances workers in lumber or mining camps remained in the bunk houses on the employers' property for a short time and in one coal mine a few workers remained underground for a few hours. As has happened frequently in past years, there were cases where factory workers remained at their working places for a few hours expecting a settlement to be reached.

Information as to strikes and lockouts in other countries is given in the *Labour Gazette* each month and also in the annual review of strikes and lockouts for each calendar year, which appears early in the following year. The review for 1938 appeared in the *Labour Gazette* for March, 1939. For many of the countries complete information is not available until some time later, in some cases not for two or three years. In Great Britain and Northern Ireland for 1938 there were recorded 886 disputes, involving 275,000 workers, with a time loss of 1,340,000 days, the figures being lower than in most years since 1926. In the United States of America there were 2,772 disputes, involving 688,376 workers, with a time loss of 9,148,273 days. These figures were approximately half as large as those for 1937. In Belgium there was a considerable reduction in the number of disputes and in time loss as compared with 1937 but in the Netherlands there was an appreciable increase. New Zealand's figures showed a small increase in the number of disputes, with a slight decrease in the number of workers involved and a considerable increase in time loss.

WAGES AND HOURS OF LABOUR

Information as to wages and hours of labour is secured annually by the department from employers and from labour organizations, and from time to time in connection with strikes and lockouts; arbitration, conciliation and mediation in industrial disputes; proceedings under the Industrial Disputes Investigation Act; fair wages schedules, etc. Each year representative employers in various industries are requested to fill in schedules with data showing the wages of the principal classes of labour in their employ, hours of work per day and per week, rates of pay for overtime work, Sundays and holidays, and other conditions of employment; such as bonus payments, profit sharing, old age pensions or other welfare plans, annual vacation and sick leave with pay, and to furnish information as to collective agreements. Labour organizations are requested to furnish data as to wages, hours of labour and other working conditions and also copies of agreements with employers or schedules of wages and working conditions in force. Officers of the department and *Labour Gazette* correspondents resident in the principal industrial centres assist in the collection of these reports and related information. Since its establishment the department has collected, so far as possible, on their consummation, copies of collective agreements between employers and labour organizations or other representatives of labour and has printed or summarized them in the *Labour Gazette*. Files of these are maintained for reference.

Tables of rates of wages and hours of labour for the principal classes of workers in various industries are compiled from the information secured and are published in a supplement to the *Labour Gazette* early in the year. These tables show rates for the calendar year just ended, with comparative figures for preceding years.

The supplement to the *Labour Gazette* for March, 1939, Report No. 22 in the series on Wages and Hours of Labour, contained figures for 1929, 1936 and 1938, and also for certain years back to 1920 in the case of building trades, metal trades, printing trades, electric railways and steam railways. A table of index numbers back to 1901 for various groups of trades, based on wages in 1913 as 100, was also given. The index numbers for the period 1901 to 1920 were first published in March, 1921. In recent reports the group index numbers for each year since 1901 were averaged, being weighted according to the number of employees in each group, and the figures so obtained were included in the table. An appendix on wages and hours of labour under provincial legislation and on federal government contracts contained data as to minimum rates for women and girls, also for men and boys, established by provincial boards and commissions and also as to wages rates and hours of labour specified in collective agreements in various industries and districts, made obligatory for all employers and workers in such industries and districts under the Quebec Collective Labour Agreements Act, 1938, and similar statutes since 1934, and under the Industrial Standards Acts of the provinces of Ontario and Alberta, 1935, Nova Scotia, 1936, and Saskatchewan, 1937. Other appendices contained summary tables of figures collected and published by the Dominion Bureau of Statistics as to wages in agriculture, secured through crop correspondents, as to average earnings of employees on steam railways and in coal mines, with figures as to average numbers of employees and time worked during 1937 and certain preceding years, and as to weekly earnings of employees in merchandising and service establishments in 1937.

During 1938 there was a continuation of the upward movement in wage rates which began in 1934 but the increases were not as great as in 1937. The average index number for all the groups included was 199.4 in 1938, as compared with 191.7 in 1937, 178.6 in 1936, 175.4 in 1935, 170.5 in 1934, 168.3 in 1933, 177.7 in 1932, 189.1 in 1931 and 197.1 in 1930. The index is based on rates in 1913 as 100. For the various groups of trades and classes of labour

included in the calculation the index numbers for 1938 were as follows: building trades, 169.4; metal trades, 189.3; printing trades, 190.7; electric railways, 193.7; steam railways, 204.3; coal mining, 174.4; common factory labour, 199.7; miscellaneous factory trades, 210.3; logging and sawmilling, 197.2. The increases for the year were 4.8 per cent in logging and sawmilling, 4.6 per cent in coal mining, 4.2 per cent on steam railways, 3.2 per cent in miscellaneous factory trades, 2.5 per cent for building trades, 2.1 per cent for common factory labour, 1.7 per cent for electric railways, 1.6 per cent for printing trades and 1.0 per cent for metal trades. Comparing the group index numbers for 1938 with those for 1930, logging and sawmilling was higher by 7.2 per cent, common factory labour by 6.1 per cent, miscellaneous factory trades by 4 per cent, coal mining by 2.9 per cent and metal trades by 1.4 per cent, while the building trades group was lower by 16.6 per cent, printing trades by 6.2 per cent and electric railways by 2.9 per cent. On steam railways the 1930 level of wages was restored. In coal mining increases were recorded in Alberta and in British Columbia. In the manufacturing industries the most important increases were 10 per cent in silk mills; 5 per cent in woollen mills, pulp and paper mills, sheet metal trades, shipbuilding and boot and shoe industries; 4 per cent in knitted goods, shirts, ready-made clothing, furniture and tobacco and cigarettes; 3 per cent in automobile and auto parts plants and in electric, radio and rubber factories. In most of the other manufacturing industries the increases were about two per cent.

PRICES AND COST OF LIVING

The publication each month in the *Labour Gazette* of a table of retail prices of staple foods, fuel and lighting, and rentals of workingmen's houses in the industrial centres throughout Canada was commenced in 1910 and has been continued since that time. Since 1920 the figures published have been those secured by the Dominion Bureau of Statistics from representative butchers, grocers, dairies, etc., in each city, supplemented by information secured by *Labour Gazette* correspondents, particularly as to fuel and rentals. The localities covered have been chiefly those with a population of 10,000 and over. Changes in price levels have been shown monthly since 1914 in a table giving the cost per week of a list of staple foods, fuel and lighting, and rent, entering into a family budget and calculated in terms of the average prices for the Dominion. Annual averages were used for the period of 1910 to 1913, and monthly averages thereafter, while figures for December, 1900, and December, 1905, were also available. This list having been first constructed for the year 1910, the items included are only those for which figures were collected that year. While the quantities of the various items used in the calculation were determined according to their relative importance in workingmen's family expenditure, the list was not designed to show the actual expenditure of an average family or the cost of a minimum or any other standard of living, but merely to indicate the changes in price levels. An index number of changes in the cost of living, including clothing and sundries, as well as food, fuel and lighting, and rent, has been published monthly since February, 1927, giving comparative figures back to 1913, the base period, which is represented by 100. The *Labour Gazette* has also contained each month summary tables of index numbers of wholesale prices for the principal groups of commodities, compiled and published by the Dominion Bureau of Statistics. Tables of index numbers of prices, wholesale and retail, in the countries throughout the world for which such figures are available have been published quarterly, with an account each month of any important changes in prices in various countries.

The index number of the cost of living was slightly lower at 130 at the end of the fiscal year ended March, 1939, than at the end of the previous fiscal

year, when the figure was 132, there being decreases in food and clothing which more than offset advances in rent and in fuel. From 160 at the end of 1929, the highest level recorded since 1921, the index number declined 25 per cent to 120 in June and July, 1933, which was the lowest level during recent years. In March, 1939, the index was 8 per cent higher than the lowest level but still about 19 per cent lower than at the end of 1929.

The index for the food group fell from 118 in March, 1938, to 111 in March, 1939. The highest point reached in this twelve-months period was 120 in August, 1938. The decrease between December, 1929, and February, 1933, the low point for the group, was 43 per cent, while the figure in March, 1939, was 22 per cent above this low point. The index for the clothing group was 117 in March, 1939, as compared with 119 in March, 1938; 107 in the summer of 1933; and 156 in December, 1929. The index of rentals for workingmen's houses moved upward in the spring of 1938, continuing the trend which commenced in the autumn of 1934 after a decline of about 20 per cent from the end of 1930. In March, 1939, the index number for the group was 148, as compared with 142 in March, 1938, and 128 in the summer of 1934. The index for the fuel and lighting group declined from 157 in December, 1929, to 140 in July and August, 1933. Since that time changes have been slight.

In wholesale prices the downward movement of the Dominion Bureau of Statistics' index number which commenced in July, 1937, continued until the autumn of 1938, and then there followed a period of relative stability to the end of the fiscal year in March, 1939. Certain comparative figures of the index number are 73.2 for March, 1939; 73.5 for November, 1938; 83.1 for March, 1938; 87.6 for July, 1937 (the highest point reached since 1930); 63.5 for February, 1933 (the low point in recent years); and 96.0 for December, 1929. The downward movement since July, 1937, was due in large part to lower prices of fruits, grains, live stock, hides, raw textiles and certain other farm products, as well as non-ferrous metals, flour and other milled products, leather, pulp, pig-iron and steel billets.

A survey of family living conditions in Canada, including nutrition and the quantities and cost of all items entering into the family budget, was made by the Dominion Bureau of Statistics in September, 1938, the information as to food consumption and expenditure being secured again in February, 1939, in order to cover the winter season. This was the first comprehensive survey of this kind in Canada and was made in accordance with a recommendation of the Conference of British Commonwealth Statisticians in Ottawa in 1935. Such a survey had also been previously recommended for various countries at a conference of official labour statisticians convened by the International Labour Office at Geneva in 1926.

The object of the survey is to provide adequate information as to actual standards of living, income, expenditure and living conditions of families representative of large homogeneous sections of the population and to provide weights for the calculation of cost of living index numbers. The table showing the changes in the cost of a weekly list of staple foods, fuel and light and house rentals, published monthly in the *Labour Gazette* since 1915 and annually since 1910, was constructed from information from miscellaneous sources, and the quantities and weights used for the items included were necessarily arbitrary. A survey of this kind has been advocated from time to time by labour organizations, particularly in recent years. An interdepartmental committee consisting of representatives of the Departments of Health, Agriculture and Labour and of the National Research Council and the Dominion Bureau of Statistics, with the Dominion Statistician as chairman, was set up in 1937 to plan the survey.

Field agents of the Dominion Bureau of Statistics visited typical families of wage-earners and lower salaried workers in Halifax, Charlottetown, Saint John, Quebec, Montreal, Ottawa, Toronto, London, Winnipeg, Saskatoon,

Edmonton and Vancouver. Information was secured from 1,439 families with annual earnings of between \$450 and \$2,500. With the assistance of *Labour Gazette* correspondents, figures were also obtained from a number of families throughout Canada with incomes above this level. The compilation of the data is expected to make possible the construction of index numbers of changes in retail prices and the cost of living, weighted according to the importance of the various commodities and services in family expenditure.

FATAL INDUSTRIAL ACCIDENTS

During 1938 the department continued its record of fatalities from accidents to workers during the course of their employment or arising out of it or resulting from industrial diseases. Figures as to such fatalities, with information as to causes, were published quarterly in the *Labour Gazette*, and a summary for the calendar year, together with a statistical analysis, appeared in the issue for March, 1939. As in previous years, information was secured from the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., and from *Labour Gazette* correspondents and newspapers. Supplementary lists showing fatalities reported too late for inclusion in previous lists were also given.

During 1938 the number of fatalities reported (preliminary figure) was 1,114, as compared with the corresponding preliminary figure of 1,209 for 1937, the final figure for 1937, after revision from later reports, being 1,247. The most important single accident causing several fatalities was in a coal mine at Sydney Mines, N.S., on December 6, when a steel haulage cable controlling the descent of a riding rake snapped and 26 cars, carrying over 250 miners, piled up, killing 21 men and injuring many others. A rock slide in an asbestos mine at Thetford Mines P.Q., on December 7, which caused the deaths of seven miners, was the result of the collapse of a tunnel wall following a dynamite blast. Five metal miners at Levaack, Ont., were killed on February 4, when, following blasting operations, a skip overturned on striking an obstruction, pinning some of the workers against the timbers. Five coal miners were killed and five were injured in an explosion in a coal mine at Hinton, Alta., on March 30. Five mining engineers were killed on July 28, at Bourlamaque, P.Q., when the cable controlling a descending cage broke when the emergency brake was applied. There were nine other single accidents, each of which caused the deaths of three or four men.

The only industry for which an appreciable increase in fatal accidents appeared in 1938 was mining, there being 236 fatalities as compared with 201 in 1937, while there were decreases in fishing and trapping, manufacturing and transportation. The industry showing the greatest number of fatalities was mining, with 236, there being 136 in metal mining and 74 in coal mining. In transportation there were 161, of which 65 were on steam railways, 37 in water transportation and 37 in local and highway transportation. In construction there were 143, there being 65 in connection with buildings and structures and 58 in highway and bridge construction. In agriculture there were 152 and in logging 142. In manufacturing there were 125 fatalities, including 36 in saw and planing mills, 20 in iron and steel manufacturing, 17 in food, drink and tobacco factories, 10 in pulp and paper mills, 10 in non-metallic mineral establishments, eight in chemical plants, six in wood manufacturing and five in textile and clothing factories. In fishing and trapping there were 30 fatalities, 19 in electric light and power plants, 32 in retail trade, 11 in wholesale trade, 37 in public administration and 12 in personal and business service.

An analysis by causes of accidents shows the largest number of fatalities, 310, under the category "by moving trains, vehicles, etc.". Of these 116 were in connection with "automobiles and other power vehicles and implements";

55 were accidents to persons struck or run over or crushed by cars and engines, 32 of these being employed on steam railways; 47 were in connection with water craft; 41 were due to mine and quarry cars; 16 were caused by animal-drawn vehicles and implements; 14 were due to derailments and collisions; and 12 were accidents to persons falling from cars or engines. Fatalities numbering 191 were caused by "falling objects", of which 89 were in mines and quarries, 45 were due to falling trees and limbs and 29 were due to objects falling from elevations, loads, piles, etc. Falls of persons caused 185 fatalities, including 62 falls into pits, shafts, harbours, rivers, etc., 51 from elevations and 18 from loads. "Dangerous substances" caused 168 fatalities, of which 53 were due to explosives, 30 to electric current, 27 to flames, etc., and 24 to gas fumes, etc. In connection with hoisting apparatus there were 37 fatalities, animals caused 34 and 23 were due to industrial disease, strain, etc.

The classification of fatal accidents according to provinces shows 412 in Ontario, 256 in Quebec, 189 in British Columbia, 77 in Nova Scotia, 66 in Alberta, 48 in Manitoba, 42 in Saskatchewan, 16 in New Brunswick, three in Prince Edward Island and five in the Yukon and Northwest Territories.

LABOUR INTELLIGENCE BRANCH

The annual report on Labour Organization in Canada and the report on Organization in Industry, Commerce and the Professions in Canada are both prepared in the Labour Intelligence Branch of the department. This branch also conducts correspondence in connection with trade union activities and other related work and prepares summaries for publication in the *Labour Gazette* of convention proceedings of the larger labour organizations in Canada and in the United States of America. Subscription lists of the *Labour Gazette* are maintained in the branch. The accounts of this and other publications issued by the department for which a charge is made are also maintained and a detailed monthly statement of the revenue received is prepared and forwarded to the Auditor General, the monies received being deposited in the Bank of Canada.

A clipping bureau maintained in the branch supplies to the various branches of the department daily information obtained from over one hundred of the leading newspapers in Canada, as well as from certain British and American papers. Additional information is obtained from the large number of labour papers and trade union journals received in the department. The latter are indexed and filed, and those of value for reference purposes are bound.

LABOUR ORGANIZATION IN CANADA

The annual report on Labour Organization in Canada for the calendar year 1938, the twenty-eighth in the series which commenced in 1911, consists of some 260 pages, approximately five thousand three hundred copies being distributed. Besides describing the various labour bodies with which organized Canadian workers are identified, the report presents statistical information as to the numerical strength and standing of these organizations and also contains chapters on many other phases of the trade union movement.

According to the report, labour bodies in the Dominion may be divided into two main groups, namely, international and Canadian. The international group is composed chiefly of those organizations directly affiliated with the American Federation of Labor, the Congress of Industrial Organizations and the railroad brotherhoods in train and engine service. Fifty-nine of the international bodies have affiliated the whole of their Canadian membership with the Trades and Labour Congress of Canada. The Congress also has five purely Canadian central organizations in affiliation, as well as 117 directly chartered unions.

The second group, Canadian organizations, may be sub-divided according to affiliation, as follows: the Trades and Labour Congress of Canada, organized in Toronto in 1873; the All-Canadian Congress of Labour, established in Montreal in 1927; the Canadian Federation of Labour, formed in Winnipeg in 1936; the Confederation of Catholic Workers of Canada, organized in Hull in 1921; and the various other central bodies and independent units.

In the international group there were 98 organizations, having 2,086 local branches, a gain of 38 as compared with the year 1937, with a combined membership of 230,547, an increase of 13,082.

The Canadian central organizations, exclusive of the National Catholic unions, had a combined reported membership of 91,764, comprised in 878 local branch unions, a loss of 6,869 members but a gain of 25 branches. The membership of the National Catholic unions (those connected with the Confederation of Catholic Workers of Canada and independent National Catholic unions) was 50,188, a loss of 1,812, comprised in 192 local bodies, a gain of 7. There were 62 independent local units, a decrease of 10, the membership reported by 58 being 12,540, a loss of 3,181 as compared with the 16,521 reported by 67 units in 1937.

The trade union membership and the total number of local branches of all classes of organized labour bodies in Canada, as reported to the department for the past 28 years, have been as follows:—

Year	Branches	Member-ship	Year	Branches	Member-ship
1911.....	1,741	133,132	1925.....	2,494	271,064
1912.....	1,883	160,120	1926.....	2,515	274,604
1913.....	2,017	175,799	1927.....	2,604	290,282
1914.....	2,003	166,163	1928.....	2,653	300,602
1915.....	1,883	143,343	1929.....	2,778	319,476
1916.....	1,842	160,407	1930.....	2,809	322,449
1917.....	1,974	204,630	1931.....	2,772	310,544
1918.....	2,274	248,887	1932.....	2,725	283,576
1919.....	2,847	378,047	1933.....	2,707	286,220
1920.....	2,918	373,842	1934.....	2,740	281,774
1921.....	2,668	313,320	1935.....	2,728	280,704
1922.....	2,512	276,621	1936.....	2,886	322,473
1923.....	2,487	278,092	1937.....	3,258	384,619
1924.....	2,429	260,643	1938.....	3,318	385,039

Trade Union Branches by Provinces.—The province of Ontario, with 1,214 out of a total of 3,318, had the greatest number of local branch unions; Quebec was second with 713; British Columbia was third with 345; and Alberta was fourth with 286. The remaining five provinces ranked as follows: Manitoba, 204; Saskatchewan, 194; Nova Scotia, 188; New Brunswick, 164; and Prince Edward Island, 10.

Reported Trade Union Membership in Canadian Cities.—There were 33 cities in Canada with not less than 20 trade union branches, 1 less than the number recorded in 1937. The 1,924 branches located in these 33 cities represented approximately 58 per cent of the local branches of all classes operating in the Dominion. These 1,924 branch unions contained about 59 per cent of the entire trade union membership, and the 1,717 reporting branches in these cities represented 58 per cent of all reporting branches in Canada.

Trade Union Benefits.—Of the 30 Canadian central organizations, seven reported payments for benefits in 1938, the total amount disbursed being \$86,910.44, an increase of \$39,252.66 as compared with the benefits paid by six organizations in 1937. Of the 98 international organizations operating in Canada, 56 reported expenditures for benefits. The total disbursements in Canada and the United States of America amounted to \$19,297,456, this being \$1,609,017 less than the outlay for benefits by 58 organizations in the previous

year. Returns supplied by 883 local branch unions in Canada show that these bodies expended a total of \$381,228 to their own members on account of the various benefits, which was in addition to the amount disbursed by the central organizations. The sum was \$57,666 greater than that reported in 1937 by 811 local branch unions.

Non-Trade Union Associations.—As in previous issues, the report contains information concerning a group of 136 associations which, though not connected with the trade union movement, are for the most part composed of wage-earners and are considered of sufficient importance to justify the recording of their names. These include organizations of school teachers, government employees, commercial travellers, etc., with a combined membership of 136,120, an increase of 19,216 as compared with the number of members comprised in this class of organized employees in 1937.

Trade Union Directory.—The report also constitutes a complete labour directory, containing, as it does, not only the names and addresses of the chief officers of local branch unions and delegate bodies in the Dominion, but also those of the central organizations with which organized Canadian workers are identified.

THE LIBRARY OF THE DEPARTMENT

A library was organized when the department was created in 1900 and has steadily increased its collection of documents since that time. Through the exchange of publications with departments of governments in other countries and, more recently, through the International Labour Organization, the department is kept in touch with labour matters in almost all countries of the world. In addition to the publications thus received, there is a valuable collection of publications of labour organizations and periodicals and newspapers published in the interest of organized labour. A very complete collection of volumes including periodicals dealing with economic and social and labour problems is supplemented by books of reference and volumes on history and law. There is also a comprehensive collection of books on industrial combinations and related subjects. About 185 volumes were added during the fiscal year. This number does not include pamphlets, bound volumes of periodicals or government reports. Numerous pamphlets on subjects within the scope of the department give additional sources of information, particularly on current topics. The primary purpose of the library is to serve as an information centre for the officers of the department. Subject to their requirements, the services of the library are at the disposal of the general public and frequent use is made of its material by students and members of the staffs of Canadian universities and by others interested in labour problems. Books are sent by mail, wherever possible, to any persons wishing to borrow them and special information and bibliographies are compiled when required.

LABOUR LEGISLATION

The Department has issued an annual report on Labour Legislation in Canada since 1915. In that year and in 1920, 1928 and 1937 the report took the form of a consolidation of all labour laws on the Dominion and provincial statute-books at the end of those years. Volumes for the intervening years cover only legislation enacted during the year. Summaries of the laws affecting workers enacted by the Dominion Parliament and the provincial legislatures are published at the close of the legislative sessions and judgments of the courts in labour cases are reviewed in the *Labour Gazette*. Bulletins dealing with particular classes of laws are issued from time to time in mimeographed or printed form.

II. CONCILIATION AND LABOUR ACT

During the fiscal year ending March 31, 1939, the conciliation services of the Department of Labour were utilized in connection with the adjustment of a number of labour disputes. In some of these cases strikes or lockouts had already occurred and in others cessation of work appeared to be imminent or there was difficulty in carrying on negotiations. The proceedings were under the provisions of the Conciliation and Labour Act, chapter 110, R.S.C., 1927, which empowers the Minister of Labour to inquire into the causes and circumstances of a dispute, to take such steps as seem expedient for the purpose of bringing the parties together, and to appoint a conciliator or arbitrator when requested by the parties concerned.

The Department of Labour has on its staff conciliation officers who are stationed at Vancouver, Toronto, Ottawa and Montreal. The territory of the officers resident in Vancouver comprises the four western provinces. The conciliation officers resident in Toronto confine their activities to Ontario, while the officers in Montreal cover the province of Quebec and the Maritime Provinces. The headquarters of the Chief Conciliation Officer are at Ottawa.

In addition to their work in connection with mediation in industrial disputes, these officers are also charged with certain duties arising out of the administration of the Fair Wages Policy of the Government of Canada (see chapter III).

Details of the more important cases in regard to which mediation work was performed by the department during the fiscal year 1938-39 are given in the table below. Mutually satisfactory settlements were reached in 28 of the 36 cases listed and in six of these cases stoppages of work were terminated as a result of departmental mediation. Many of the disputes listed occurred in industries coming within the scope of the Industrial Disputes Investigation Act, namely, mining and certain public utility industries, and in all but seven of these cases departmental mediation resulted in the settlement of the matters in dispute without the necessity of the establishment of Boards of Conciliation and Investigation under that statute.

STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1938, TO MARCH 31, 1939

MINING

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
March 21, 1938.....	Western Canada Bituminous Coal Operators' Association and coal miners, members of District 18, United Mine Workers of America.	Alberta and southeastern British Columbia.	Wages and working conditions.	2,600	Mediation proved unsuccessful and board under I.D.I. Act was established.	July, 1938.
March 23, 1938.....	Sixteen coal operators in the Drumheller district and their employees, members of District 18, United Mine Workers of America.	Drumheller district, Alta.	Wages and working conditions.	2,500	Mediation proved unsuccessful in regard to certain clauses of proposed agreement and these were referred to board under the I.D.I. Act. Board's findings were unacceptable to operators. Further departmental mediation resulted in settlement.	July and October, 1938.
April 12, 1938.....	Lethbridge Collieries, Limited, and its coal miners, members of District 18, United Mine Workers of America.	Lethbridge and Shaunessy, Alta.	Employees' request for increased wages and changed working conditions.	500	Mediation was unsuccessful and board under I.D.I. Act was established.	October, 1938.
September 25, 1938.....	Red Deer Valley Coal Company, Limited, and its coal miners, members of District 18, United Mine Workers of America.	Naemine, Alta.....	Two employees dismissed for insubordination and strike occurred on September 23.	100	Mediation by departmental officer successful and signed agreement secured. Work resumed on October 17.	October, 1938 (see pp. 1083-6) and November 1938 (see pp. 1218-20).
September 28, 1938.....	Edmonton Coal Operators' Conference and coal miners, members of District 18, United Mine Workers of America.	Edmonton district, Alta..	Employees' request for increased wages and changed working conditions.	Approx. 500	Mediation successful and signed agreement, effective November 15, secured.	October, 1938, and January, 1939.
October 19, 1938.....	Superior Grade Coal Company, Limited, and its coal miners, members of District 18, United Mine Workers of America.	Wayne, Alta.....	Operator refused to sign union agreement; objected to clause relating to payment for "low call". Strike occurred on October 17.	22	Through mediation of departmental officer work was resumed on October 20, pending further negotiations.	November, 1938 (see pp. 1220-1).
January 17, 1939.....	West Canadian Collieries, Limited, and Mohawk Bituminous Mines, Limited, and coal miners, members of District 18, United Mine Workers of America (Bellevue and Greenhill mines of West Canadian Collieries and Maple Leaf mine of Mohawk mines affected).	Blairmore and Bellevue, Alta.	Amendment to provincial law necessitated change in method of payment from yardage to tonnage basis and dispute arose as to the proper rate applicable.	Approx. 730	Mediation successful and miners accepted proposed scale on February 14. Strikes in existence since January 16 terminated on that date.	April, 1939.

MANUFACTURING

May 28, 1938.....	International Metal Industries, Limited, and certain of its steel workers, members of the Amalgamated Association of Iron, Steel and Tin Workers.	Toronto, Ont.....	Alleged discrimination because of union affiliation.	11 men laid off; 8 subsequently reinstated.	Departmental mediation ineffective.	July, 1938.
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May 31, 1933.....	Alexander Fleck Company, Limited, Victoria Foundry Company, Limited, and McMullen Perkins Company, Limited, and machinists, members of the International Association of Machinists.	Ottawa, Ont.....	Request of employees for union agreement embodying increased wages, etc.	Approx. 100	Departmental mediation ineffective.	inf-July and October, 1933
September 26, 1933.....	Dennisteel Corporation, Limited, and ornamental iron and sheet metal workers, members of Federal Local Union No. 21451, American Federation of Labor.	London, Ont.....	Request of employees for increased wages and other concessions.	Approx. 60	Compromise settlement secured through departmental mediation.	January, 1939

TRANSPORTATION AND PUBLIC UTILITIES

(1) STEAM RAILWAYS

May 5, 1933.....	Toronto Terminals Railway Company and its red cap messengers, members of Canadian Red Cap Messengers' Federal Union No. 134.	Toronto, Ont.....	Employees' request for an agreement covering wages and working conditions.	77	Mediation successful.....	July, 1938
June 1, 1933.....	Canadian Pacific Railway Company and various classes of employees, such as clam tower operators, riggers, coal handlers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Britt, Ont.....	Employees' request for increased wages.	70	Mediation successful. Agreement signed, effective June 16.	Agree-July, 1938
November 7, 1933.....	Canadian National Railways and Canadian Pacific Railway Company and their checkers, freight handlers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, employed at the Montreal wharf.	Montreal, P.Q.....	Employees' request for increase in hourly rates of pay.	650	The recommendations of a board established under I.D.I. Act were rejected by employing companies. Departmental mediation resulted in a compromise settlement.	January, 1939
December 16, 1933.....	Canadian National Railways and clerks, members of the Canadian Brotherhood of Railway Employees, employed in the office of the Auditor of Revenues, Montreal.	Montreal, P.Q.....	Employees' request for an agreement covering wages and working conditions.	771	Negotiations resumed as a result of departmental mediation.	January, 1939
January 31, 1939.....	Canadian National Railways and sleeping car conductors and porters, members of the Canadian Brotherhood of Railway Employees.	Ontario and Quebec.....	Certain changes in service necessitating adjustments in hours, runs, etc.	210	Departmental mediation successful.	April, 1939.

TRANSPORTATION AND PUBLIC UTILITIES—Continued
(2) STREET AND ELECTRIC RAILWAYS

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
June 1, 1938	Ottawa Electric Railway Company and certain of its employees, members of the Amalgamated Association of Street, Electric Railway and Motor Coach Employees of America, Division No. 279.	Ottawa, Ont.	Employees' request for increased wages and improved working conditions.	381	Mediation unsuccessful and board under I.D.I. Act was established.	July and October, 1938
(3) WATER TRANSPORTATION						
March 17, 1938	Western Stevedore Company, Limited, and Canadian National Railways and stevedores, checkers, sealers, cooperators, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Port Arthur and Fort William, Ont.	Employees' request for increased rates and changed working conditions.	900	Action taken by department resulted in institution of negotiations and a direct settlement was effected.	July, 1938
June 5, 1938	Molokai Navigation Company, Limited and Lines, Limited, and North American Transport, Limited, and seamen, members of the Canadian Seamen's Union employed on S.S. <i>Denise</i> and S.S. <i>Red Cloud</i> .	Cornwall, Ont.	Alleged discrimination because of union affiliation.	Approx. 50	Mediation by department officer resulted in settlement.	July, 1938.
June 14, 1938	Mr. F. W. Nicholas, contractor for Canadian Pacific Railway Company and freight handling staff at Port McNicoll, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Port McNicoll, Ont.	Employees' request for signed agreement providing for higher wage rates; discrimination for union activity also alleged.	Approx. 200	Strike occurred October 6. Work resumed as result of departmental mediation and agreement, providing for general wage increase was signed.	January, 1939
August 6, 1938	Canada Steamship Lines, Limited, and seamen, members of the Canadian Seamen's Union.	Great Lakes	Strike action threatened when negotiations for an agreement with employing company failed.	Approx. 4,000	Mediation successful and agreement signed on August 8.	October, 1938
August 15, 1938	Canadian Pacific Railway Company (B.C. Coast Steamship Service) and stewards, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Vancouver, B.C.	Employees' request for union agreement providing for increased wages, etc.	Approx. 200	Departmental mediation resulted in negotiations between parties directly affected and agreement was subsequently reached.	January and April, 1939

(4) LOCAL AND HIGHWAY TRANSPORTATION

February 15, 1938.....	Canadian National Railways and employees in its cartage service, members of the Canadian Brotherhood of Railway Employees.	Drummondville, St. Hyacinthe and Montreal, P.Q., and Brantford, Guelph and London, Ont.	Company refused to negotiate agreement respecting wages and working conditions on ground that members of committee were not employees in the service affected.	250	Departmental mediation resulted in appointment of committee drawn from the cartage service in Montreal, and subsequent negotiations resulted in a settlement.	July, 1938
April 20, 1938.....	Motorways, Limited, and its drivers, warehousemen, checkers, etc., the majority being members of the Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Ottawa and Toronto, Ont.	Request of employees for agreement covering wages and working conditions.	Approx. 60	A settlement could not be reached through departmental mediation and employees' application for a Board of Conciliation and Investigation under I.D.I. Act was granted.	July and October, 1938
May 21, 1938.....	Taggart Service, Limited, Ottawa Transportation Company, Alexander's Transport Lines, Duncan Transport, Jackson Building Storage Company, Limited, and Shepard Service and their truck drivers, the majority being members of the Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Ottawa, Ont.....	Request of employees for agreement covering wages and working conditions.	Approx. 50	As a result of departmental mediation it was agreed that negotiations would take place between the parties directly affected.	July, 1938
May 23, 1938.....	United Delivery, Limited, and its truck drivers and helpers, members of the Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Ottawa, Ont.....	Request of employees for agreement covering wages and working conditions.	23	As a settlement could not be reached through departmental mediation, the employees' application for a Board of Conciliation and Investigation was granted.	July and October, 1938
July 12, 1938.....	Adams Cartage and Storage Company and its truck drivers, warehousemen, etc., members of the Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Toronto, Ont.....	Request of employees for agreement covering wages and working conditions.	20	Settled through departmental mediation.	October, 1938
August 18, 1938.....	Weaver's Cartage Company and its truck drivers, warehousemen, etc., members of the Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Toronto, Ont.....	Request of employees for agreement covering wages and working conditions.	12	Settled through departmental mediation.	October, 1938
October 18, 1938.....	Messrs. Cunningham and Wells, Limited, and their employees, members of Local No. 730, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers.	Montreal, P.Q.....	Employees' request for recognition of union and increased wages.	115	Early negotiations were unsuccessful and strike occurred on September 7. Work was resumed on the same day and negotiations continued. No agreement was reached and a second strike was threatened. This was averted through departmental mediation and subsequently an agreement was reached.	January, 1939

TRANSPORTATION AND PUBLIC UTILITIES—Concluded

(4) LOCAL AND HIGHWAY TRANSPORTATION—Concluded

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
October 24, 1933.....	K. and L. Motor Express Company and its truck drivers, members of the Automotive Transport Section, Canadian Brotherhood of Railway Employees	Toronto, Ont.....	Dismissal of one employee, allegedly for union activity; also employees request for agreement covering wages and hours and union recognition.	7	Strike action was threatened when one employee was dismissed, but was averted through departmental mediation. Negotiations followed but no settlement was reached and a strike occurred on November 4. Work was resumed on the same day, when signed agreement was secured.	January, 1939
November 21, 1933.....	Security Storage Company, Limited, and its truck drivers warehousemen, etc., the majority being members of the Automotive Transport Section Canadian Brotherhood of Railway Employees.	Winnipeg, Man.....	Employees, through union representatives, had requested agreement covering wages and working conditions.	53	As a result of departmental mediation an agreement was signed between the company and a committee of its own employees.	January, 1939
November 25, 1933.....	City Dray Company, Limited, and its truck drivers, warehousemen, etc., the majority being members of the Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Winnipeg, Man.....	Employees, through union representatives, had requested agreement covering wages and working conditions.	40	As a result of departmental mediation an agreement was signed between the company and a committee of its own employees.	January, 1939
March 9, 1939.....	National Cartage and Storage, Limited, and its chauffeurs, the majority being members of Division No. 233, Canadian Brotherhood of Railway Employees.	Winnipeg, Man.....	Employer desired to adjust working hours and reduce wages of chauffeurs.	28-40 (Seasonal)	Settlement secured through departmental mediation.	April, 1939

(5) STORAGE

April 21, 1933.....	Thirteen companies, members of the North-West Grain Dealers' Association and their employees in terminal elevators, including members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Port Arthur and Fort William, Ont.	Employees requested collective agreement embodying increased wages, changed working conditions and union recognition.	Approx. 700	Settled through departmental mediation. Agreement signed.	October, 1938
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(6) TELEGRAPHS AND TELEPHONES

November 25, 1938.....	Canadian National Telegraphs and its messengers, members of Division No. 264, Canadian Brotherhood of Railway Employees.	Toronto, Ont.....	Request of messengers for agreement covering wages and changes in working conditions.	130	Settled through departmental mediation.	January and April, 1939
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(7) ELECTRICITY AND GAS

October 13, 1938.....	The Consumers' Gas Company of Toronto and certain employees, members of the National Union of Domestic and Industrial Gas Workers.	Toronto, Ont.....	Request of employees for signed agreement providing increased wages and improved working conditions.	910	Settled through departmental mediation. Agreement signed.	April, 1939
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TRADE

March 27, 1939.....	Silverwood Dairies, Limited, and steam and operating engineers, members of Local Union No. 796, International Union of Operating Engineers.	Toronto, Ont.....	Request of employees for union agreement and increased wages. Reinstatement of an engineer recently dismissed, allegedly for union activity, was also requested.	4	Departmental mediation unsuccessful.	April, 1939
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III. FAIR WAGES POLICY

The Fair Wages Policy of the Government of Canada has been administered by the Department of Labour since 1900, when the following resolution was adopted by the House of Commons:—

That it is resolved that all government contracts should contain such conditions as will prevent abuses which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy and deems it the duty of the Government to take immediate steps to give effect thereto.

It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.

The Government's Fair Wages Policy was later expressed in the form of an Order in Council dated June 7, 1922, to which certain amendments were made by Orders in Council of April 9, 1924, and December 31, 1934. These Orders in Council contain certain conditions respecting wages rates and working hours, those marked "A" being applicable to Government contracts for building and construction work and those marked "B" being observable in connection with government contracts for the manufacture of fittings for public buildings and various classes of governmental supplies and equipment.

POLICY IN RESPECT OF BUILDING AND CONSTRUCTION CONTRACTS

By the adoption of The Fair Wages and Eight Hour Day Act in 1930, statutory effect was given to the Fair Wages Policy in so far as concerns the construction, remodelling, repair or demolition of any works for the Government of Canada, whether carried out under contract or by workmen employed by the Government who are exempt from the operation of the Civil Service Act. At the 1935 session of Parliament, however, there was passed The Fair Wages and Hours of Labour Act, 1935, which, when it came into force on May 1, 1936, superseded the 1930 statute. Section 3 of the new Act provides as follows:—

(1) Every contract made hereafter with the Government of Canada for construction, remodelling, repair or demolition of any work shall be subject to the following conditions respecting wages and hours:—

- (a) All persons in the employ of the contractor, subcontractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages;
- (b) The working hours of persons while so employed shall not exceed eight hours per day nor forty-four hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister.

(2) The provisions of this section shall not apply to the purchase of materials, supplies or equipment, for use in the work contemplated, under any contract of sale and purchase.

Section 4 of The Fair Wages and Hours of Labour Act applies the foregoing conditions to all workmen employed by the Government of Canada on such works as are described above, who are excluded from the operation of the Civil Service Act.

The Act in question extends the application of the Fair Wages Policy also to agreements for works of construction, remodelling, repair or demolition which are assisted by federal grant in the form of contribution, subsidy, loan, advance or guarantee.

When it is proposed to undertake any government contract for the construction, remodelling, repair or demolition of any work, the department of

government concerned therewith is required to indicate to the Department of Labour the nature, locality and estimated cost of such work, and also the classes of labour which will be employed. Thereupon the Department of Labour prepares and furnishes, for insertion in the specification for the proposed work on which tenders are to be taken, a schedule setting forth the minimum rates of wages and the maximum hours of labour which are to apply under the Government's policy for the various classes of workmen to be employed. This schedule afterwards becomes part of the contract and contractors are required to post copies of it conspicuously on the job for the information of the workmen engaged in the execution of the work. The government departments concerned are further required to furnish monthly to the Department of Labour returns showing the nature of all contracts entered into during the preceding month to which the labour conditions supplied by the Department of Labour were applicable, together with the names and addresses of the contractors, the dates and amounts of the contracts, and the texts of the fair wages schedules and other labour conditions inserted in such contracts, which information is then published by the Department of Labour in its official monthly journal, the *Labour Gazette*.

During the fiscal year under review the Department of Labour prepared fair wages conditions for insertion in 675 building and construction contracts proposed to be executed by departments of government, as follows: Agriculture, 4; Canadian Broadcasting Corporation, 2; Fisheries, 13; Mines and Resources, 12; National Defence, 179; National Harbours Board, 23; National Research Council, 4; Public Works, 317; Royal Canadian Mounted Police, 1; Salvage Division, Treasury Office, 49; Transport, 69; miscellaneous, 2. Of this number, 502 contracts had been awarded at the end of March, 1939, involving an approximate expenditure of \$16,025,834.

Numerous complaints were received by the department during the year with respect to alleged non-observance by contractors and subcontractors of the labour conditions set out in these government contracts, the complaints relating either to the wages paid, the hours worked or the classification of the work performed. In every case a thorough investigation was made by a fair wages officer or other official of the Department of Labour and when the complaint was found to be justified the contractors were required to make the necessary wages adjustments with the workmen concerned for the full period involved.

POLICY IN RESPECT OF CONTRACTS FOR THE MANUFACTURE AND OVERHAUL OF AIRCRAFT AND THE CONSTRUCTION AND REPAIR OF VESSELS, ETC.

Owing to the large and increasing number of contracts which are being placed by the federal Government for the manufacture and overhaul of aircraft and for the construction and repair of boats of various types, the Department of Labour, in consultation with other government departments concerned, drew up in 1937 schedules setting forth the minimum rates of wages and the maximum hours of labour to be observed in the execution of these respective undertakings throughout the country. Shortly before the close of the fiscal year, following consultation with the government departments concerned and with representatives of the employing interests and of the workpeople affected, the Department of Labour authorized a revision of the former classifications and wages scales applicable to aircraft works.

An arrangement has been made with the British Air Ministry whereby the labour conditions applicable to Canadian Government aircraft contracts will apply also to the large orders for military aircraft which have been placed with Canadian firms by the British Government. By arrangement with the Department of National Defence, schedules of wages rates have also been included in

certain other contracts for defence purposes which have been awarded during the past year.

The Department of Labour has co-operated closely during the past year with the government departments concerned in ensuring that the contract conditions were strictly enforced.

POLICY IN RESPECT OF CONTRACTS FOR THE MANUFACTURE OF INTERIOR FITTINGS, SUPPLIES, EQUIPMENT, ETC.

With respect to contracts for the manufacture and supply to the Government of Canada of fittings for public buildings; harness, saddlery, clothing and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers and other government officers and employees; mail bags, letter boxes and other postal stores; and any other articles and things which may be designated by the Governor in Council, an Order in Council was adopted on December 31, 1934, rescinding the "B" labour conditions previously applied to such contracts and substituting other conditions therefor. The original provision for the payment of not less than current rates, or fair and reasonable rates if there are no current rates in the district where the work is being performed, is retained in the new conditions, but with the added proviso that in no event shall the wage rate for male workers 18 years of age and over be less than thirty cents an hour, and for female workers 18 years of age and over be less than twenty cents an hour. It is also provided that male and female workers under 18 years of age shall be entitled to rates of wages not less than those provided for women and girls in the minimum wage scales of the respective provinces, and that in any case where the provincial minimum wage laws require the payment of higher minimum wages than those set out above, such higher wage rates shall apply in the execution of federal contract work.

Most of the great number of contracts placed during the year for the manufacture of the above-mentioned governmental supplies were awarded by the Department of National Defence to cover the requirements of the naval, military and air forces throughout Canada. The Post Office Department and the Royal Canadian Mounted Police also placed numerous orders for miscellaneous supplies and equipment, while the Department of Public Works awarded a large number of contracts for the manufacture of interior fittings for public buildings, all coming under the provisions of the "B" labour conditions.

The Department of Labour collaborated with each of these departments in enforcing the observance of the proper labour conditions in the manufacture of the supplies and equipment in question, and in a number of cases the contractors were required to make adjustments in the wages rates and to reduce the working hours of their employees in order to secure compliance with the terms of the government contracts.

IV. INDUSTRIAL DISPUTES INVESTIGATION ACT

This chapter constitutes the thirty-second annual report of the Registrar of Boards of Conciliation and Investigation, covering proceedings under the Industrial Disputes Investigation Act, chapter 112, R.S.C., 1927, for the fiscal year ending March 31, 1939.

Applications for the establishment of Boards of Conciliation and Investigation received during 1938-39 numbered 31. Forty-five applications appear in the record, however, proceedings in regard to fourteen applications having continued over from the preceding fiscal year. Over 16,000 employees were directly concerned in these disputes, which were distributed amongst the various industries as follows: coal mining, seven; steam railway, seven; street and electric railway, one; motor transportation, twelve; shipping, six; telegraph, two; and light and power and waterworks, eight; while two disputes did not fall clearly within the direct scope of the Act. Changes in wages and in working conditions and the attempt of unions to negotiate working agreements were the main causes of the disputes.

Fifteen boards were established, two of which dealt with two applications each. The personnel of one of these boards, however, was not completed, settlement of the dispute having been in the meantime effected through departmental mediation. All but two of the fourteen boards which were fully constituted reported during the fiscal period. Reports were also received from three boards established during the preceding year. Of the fifteen boards which filed their reports, eight presented unanimous findings, six of which were accompanied by agreements signed by both parties to the dispute which the board had been instrumental in negotiating. No interruption of work occurred following the award of a Board of Conciliation and Investigation.

It was unnecessary to proceed with the constitution of boards in connection with nineteen applications, thirteen disputes having been adjusted through departmental mediation, and three by direct negotiations, while one application was defective, and in two cases falling outside the direct scope of the Act consent to the establishment of a board was withheld by the employer.

THIRTY-TWO YEARS' OPERATIONS

Applications under the terms of the Industrial Disputes Investigation Act from its inception on March 22, 1907, to March 31, 1939, numbered 926, while 579 Boards of Conciliation and Investigation were established. A few of these boards dealt with two or more applications. In the cases in which boards were not granted settlements were effected by agencies other than those provided by the Industrial Disputes Investigation Act or it was found that the machinery of the statute could not be utilized. In only 39 cases was the cessation of work which threatened not averted, or the strike which had already been entered upon not ended, as a result of board procedure.

PROSECUTIONS UNDER THE ACT

During the fiscal year two prosecutions for alleged infringement of the Industrial Disputes Investigation Act were reported to the Department of Labour. Under section 70 of the Act, whether a conviction is or is not obtained, it is the duty of the clerk of the court before which any such prosecution takes place to report briefly the particulars to the Registrar of Boards of Conciliation and Investigation within thirty days after it has been determined.

The proceedings under the Act were taken in Owen Sound and Hamilton during September, 1938, in both cases against George Carr, owner of a transport business known as "Carr's Transport and Movers" operating between Owen Sound, Hamilton and Toronto.

The charge in Owen Sound was laid by L. G. Fabian, General Representative of the Automotive Transport Section of the Canadian Brotherhood of Railway Employees, and was to the effect that the defendant had violated section 58 of the Industrial Disputes Investigation Act by making effective a change in wages and hours without first giving the thirty days' notice required by the Act.

In Hamilton information to the same effect was laid by Charles Gowland, who in addition charged the defendant, George Carr, with having locked out his employees, particularly the complainant and Douglas Gowland, contrary to the provisions of section 57 of the Act.

An agreement had been entered into between George Carr and the Automotive Transport Section of the Brotherhood on April 1, 1938, fixing a schedule of wages and hours as well as other working conditions from May 1 and providing for an arbitration committee to settle disputes between the parties to the agreement. Hourly rates were set by the agreement, prior to which the men had been paid so much a trip.

In Hamilton, the charges affecting the employees of the defendant in that city were dismissed by Magistrate H. A. Burbidge on October 4 without written reasons. It appeared in evidence that the provisions of the wage agreement had never been applied in Hamilton and there was therefore no change in the conditions of employment; also that there was no lockout within the meaning of the Act and that Charles and Douglas Gowland left their employment of their own free will.

In Owen Sound the charge was heard by Magistrate E. C. Spereman on October 3. The magistrate's decision set out that the wage schedule contained in the agreement had been put into effect on May 1 and continued until August 20 when the defendant notified his employees that from August 22 all highway drivers would receive \$18 a week for driving stake trucks and \$20 a week for driving tractor trucks. The defendant had refused the suggestion of the union's representative that the dispute should be referred to arbitration as provided in the agreement, and had proceeded to make effective the proposed change in wages despite the protests of one of his employees and of the representative of the union. The magistrate found the defendant owned and operated an agency of transportation, as defined in the Industrial Disputes Investigation Act; that, since he employed more than ten men in his transport business, he was an "employer" within the meaning of the Act; and that he failed to give the prescribed thirty days' notice of an intended change in wages, giving instead only two days' notice to his employees and no notice to the union representative. A fine of \$100 and costs or, in default of payment, imprisonment for thirty days was imposed.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned during the fiscal year 1938-39; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1939; (iii) showing by fiscal years, 1907-39, number of disputes dealt with; (iv) showing by calendar years, 1907-39, number of disputes dealt with; and (v) summarizing operations under the statute for the fiscal year ending March 31, 1939.

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1938,
TO MARCH 31, 1939

Industries affected	Number of applications for boards	Number of boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, and other public utilities:—			
(1) Mining—			
Coal.....	7	4	0
(2) Transportation and communication—			
Steam railways.....	7	2	0
Street and electric railways.....	1	1	0
Motor transportation.....	12	4	0
Shipping.....	6	2	0
Telegraphs.....	2	1	0
(3) Miscellaneous—			
Light and power and waterworks.....	8	1	0
II. Disputes not falling clearly within the direct scope of the Act..	2	0	0
	45*	15†	0

* Including 14 applications carried over from preceding year.

† Two boards dealt with two applications each.

The proceedings under the Act during the fiscal year include fourteen cases in which certain proceedings had taken place during the preceding year, namely, disputes between (1) Canadian Collieries (Dunsmuir), Limited, and Western Fuel Corporation, Limited, and their employees being members of the United Mine Workers of America; (2) various coal companies at Minto, N.B., and their employees being members of District 26, United Mine Workers of America; (3) Royal View Mine and its employees being members of the United Mine Workers of America; (4) Hendrie and Company, Limited, and its motor truck drivers, members of the Canadian Brotherhood of Railway Employees; (5) Canadian Pacific Steamships, Limited (Trans-Pacific Service), and its marine engineers, members of Council No. 7, National Association of Marine Engineers of Canada, Inc.; (6) Western Stevedore Company and certain of its employees at Fort William, Ont., being general foreman, foremen, clerical staff, stevedores, checkers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees; (7) Canadian National Railways and certain of its employees at Port Arthur, Ont., being assistant general foreman, clerical staff, refrigerator inspector, stevedores, checkers, sealers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees; (8) the Canadian Press and its mechanics and automatic printer telegraph operators, members of Canadian Press System Division No. 52, Commercial Telegraphers' Union; (9) the Corporation of the City of Winnipeg and various classes of employees of its Hydro Electric System being members of the Winnipeg, Pointe du Bois and Slave Falls Units of the Union of Hydro Electrical Workers; (10) the Corporation of the City of Winnipeg and its waterworks supply workers, members of the Waterworks Operators' Union; (11) the Corporation of the City of Winnipeg and its diggers, air compressor men and jointmakers, members of the Civic Employees' Waterworks (Diggers) Unit, One Big Union; (12) the Corporation of the City of Winnipeg and its linemen, cablemen, pitmen, groundsmen, troublemen, etc., members of the Linemen and Underground Civic Employees' Unit, One Big Union; (13) the Corporation of the City of Winnipeg and its high pressure pumpmen, pump house employees, electricians, maintenance men, boiler operators, etc., members of the Electrical and Mechanical

Workers' Unit, Federation of Civic Employees; and (14) the Corporation of the City of Winnipeg and its clerical forces and meter readers of the Hydro Electric and Waterworks Systems, members of the Clerical Branch of the Federation of Civic Employees.

On March 31, 1939, reports had not yet been received from two Boards of Conciliation and Investigation established during the year to deal with disputes between (1) Western Dominion Coal Mines, Limited, Manitoba and Saskatchewan Coal Company, Limited, Bienfait Mines, Limited, Lignite Mines, Limited, Eastern Collieries of Bienfait, Limited, Baniulis Brothers, Limited, and Wilson Coal Company and their employees, the majority of whom were represented by the United Mine Workers of America; and (2) the ocean steamship companies at the port of Saint John, N.B., and their checkers, coopers, etc., a majority of whom were stated to be members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.

II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907,
TO MARCH 31, 1939

Industries affected	Number of applications for boards	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work:—		
(1) Mining and smelting—		
Coal.....	104	12
Metal.....	21	5
Asbestos.....	1	0
(2) Transportation and communication—		
Steam railways.....	256	7
Street and electric railways.....	151	7
Motor transportation.....	15	0
Express.....	13	1
Shipping.....	64	0
Telegraphs.....	36	1
Telephones.....	12	0
(3) Miscellaneous—		
Light and power and waterworks.....	57	3
Elevators.....	1	0
(4) War work.....	30	1
II. Disputes not falling clearly within the direct scope of the Act.....	165	2
Total.....	926	39

III. TABLE SHOWING BY FISCAL YEARS, 1907-1939, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	1924-1925	1925-1926	1926-1927	1927-1928	1928-1929	1929-1930	1930-1931	1931-1932	1932-1933	1933-1934	1934-1935	1935-1936	1936-1937	1937-1938	1938-1939	Total
Number of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	19	4	19	23	22	23	23	20	13	17	16	27	21	29	31	926
Number of boards granted.....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	9	0	11	11	13	14	10	6	10	11	2	7	12	7	15	579
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	2	0	1	0	0	0	1	0	0	0	0	0	0	1	0	0	0	39

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in Table I. A closer examination, however, will show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during that period. The figures of the yearly statement include, therefore, disputes carried over from the previous year which were counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken only of the number of applications received during the year and thus brought within the purview of the statute.

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1939, NUMBER OF DISPUTES DEALT WITH

	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938	†1939 3 mos.	Total
Number of applications . . .	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	22	4	14	26	25	21	22	19	16	16	18	23	23	24	33	6	926
Number of boards granted	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	9	13	13	10	6	8	12	4	7	10	9	13	2	579	
Number of disputes where strike not averted (or ended).....	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	0	0	1	0	0	1	0	0	0	0	0	0	1	0	0	0	39	

* The act became law on March 22, 1907, so that the proceedings cover nine months only.

† To the end of the fiscal year, March 31.

(The remark following Table III applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1938, TO MARCH 31, 1939

I. MINES, AGENCIES OF TRANSPORTATION AND COMMUNICATION, AND OTHER PUBLIC SERVICE UTILITIES

1. Appointed by the Minister, under Section 9, Subsection (a) of the I.D.I. Act, on the recommendation of the party concerned.
2. Appointed by the Minister, under Section 9, Subsection (b) of the I.D.I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister, under Section 9, Subsection (c) of the I.D.I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 9, Subsection (d) of the I.D.I. Act, in the absence of a joint recommendation from the two members first appointed.

(1) MINING

COAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members (c) chairman; (E) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
July 17, 1937	Canadian Collieries (Dunsmuir), Limited, and Western Fuel Corporation, Limited, and their employees being members of the United Mine Workers of America.	Employees...	Cumberland and Nanaimo, B.C.	1,800 dir.....	Employees' request for union recognition, increased wages, and certain alterations in existing conditions of work.	Leonard W. Brockington, K.C.; (c) 3; George Kidd, (E) 1; Angus J. Morrison, (M) 1.	July 31, 1937	Sept. 3, 1937 (interim); Jan. 10, 1939 (final)	The final report of the board was accompanied by an agreement disposing of all matters in dispute
Dec. 6, 1937	Minto Coal Company, Limited, Newcastle Coal Company, North Minto Slope and Tweedie Mine, Miramichi Lumber Company, Limited, Wellon and Henderson, Limited, W. Benton Evans (Rothwell Mine) and Avon Coal Company, Limited, and certain of their employees being members of District 26, United Mine Workers of America.	Employees...	Minto, N.B.....	925 dir.....	Employers' refusal to bargain collectively with the representatives of the employees, or to recognize the right of the employees to belong to the United Mine Workers of America; also employees' request for increased wages and strict enforcement of eight-hour day.	H. O. McInerney, K.C.; (c) 4; Harold B. Colwell, (E) 2; James Whitebone, (M) 1, (resigned Feb. 13, 1938); John S. McKinnon, (M) 1.	Dec. 29, 1937	July 7, 1938	The report of the board was unanimous and pointed out that while the employers had refused to recognize the United Mine Workers of America they could not lawfully deny the employees the right to belong to that union. The demand for higher wages was not pressed after evidence was taken as to the companies' financial situation. The board made several recommendations looking to improved working and housing conditions, the establishment of a hospital, and increased markets for New Brunswick coal.
Dec. 17, 1937	Royal View Mine and its employees being members of the United Mine Workers of America.	Employer and employees.	Lethbridge, Alta.	Approx. 30 dir.	Employees' request for increased wages.	A. Macleod Sinclair, K.C.; (c) 3; Max E. Moscovitch, (E) 1; A. J. Morrison, (M) 1.	Dec. 23, 1937	April 23, 1938	The board's report was signed by the chairman and Mr. Morrison and recommended that both day wage and contract rates should be increased to correspond with the rates paid by the Federal Mine in the same district. This recommendation was not accepted by the management of the mine,

April 4, 1938	Alberta Block Coal Company, Limited, Athabasca Coal Company, Limited, Brilliant Coal Company, Limited, Elgin Coal Company, Limited, Empire Collieries, Limited, Hy-Grade Coal Company, Limited, Maple Leaf Minerals, Limited, Midland Coal Mining Company, Limited, Monarch Coal Mining Company, Limited, Murray Collieries, Limited, Newcastle Coal Company, Limited, Red Deer Valley Coal Company, Limited, Rosedale Collieries, Limited, Star Mines, Limited, Western Gem and Jewel Collieries, Limited, and their employees, members of District 18, United Mine Workers of America.	Employers...	Drumheller district, Alta.	2,500 dir.....	Concerning wages and certain working conditions.	H. A. Dyde, (c) 4; W. H. McLaws, K.C., (s) 4; Patrick Conroy, (s) 1.	May 11, 1938	July 18, July 19, 1938	<p>which entered into a contract with some of the employees providing for a lower scale of wages than that proposed by the board. Mr. Moscovitch submitted a minority report.</p> <p>The report of the board was signed by the chairman and Mr. Conroy and recommended an increase of 10 per cent in day wage rates of less than \$5.00 and of 5 per cent in day wage rates of \$5.00 and over and in all contract rates, together with certain changes in timbering rates and in various working conditions. Mr. McLaws presented a minority report dissenting from the board's findings and recommending a reduction in the day wage and contract rates as requested by the mine operators. While the miners' policy committee accepted the board's findings, certain phases of the recommendations were rejected by the coal operators. Direct negotiations were renewed and continued over a period of several weeks, the Western Representative of the Department of Labour acting as mediator. On September 22 an agreement was reached, effective September 1, 1938. The new contract was ratified during the second week of October by a referendum vote of the miners in the district.</p>
April 8, 1938	Crow's Nest Pass Coal Company, Limited, Molawit Bituminous Mines, Limited, West Canadian Collieries, Limited, Hillcrest Collieries, Limited, Cannore Mines, Limited, Brazee Collieries, Limited, Cadomin Coal Company, Limited, Luscar Collieries, Limited, and Mountain Park Coal Company, Limited, members of the Western Canada Bituminous Coal Operators' Association, and their employees, members of District 18, United Mine Workers of America.	Employers and employees.	Alberta and southeastern British Columbia.	2,000 dir.....	Concerning wages and working conditions.	Hon. Mr. Justice A. A. McGillivray, (c) 3; R. M. Young, (s) 1; Robert Livett, (s) 1.	April 20, 1938	Aug. 8, Sept. 6, Sept. 6, 1938 (interim reports); Dec. 13, 1938 (final report)	<p>Interim reports dated August 3 and September 2 and 3, respectively, showed what had been done by the board at those dates to advance the inquiry. The final report of the board was accompanied by a memorandum of terms of a new agreement reached in joint conference with the board, providing for an increase of 7% in all day wage rates over \$5.00 and of 10% in all wage rates of \$5.00 per day and under, with existing contract rates to be continued except in two or three cases. The agreement was ratified by a referendum vote of the miners on December 19, 1938.</p>

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1938, TO MARCH 31, 1939

(1) MINING—*Concluded*

COAL MINES—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (s) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
June 7, 1938	Lethbridge Collieries, Limited, and its employees represented by District 18, United Mine Workers of America.	Employer and employees.	Lethbridge and Shaughnessy, Alta.	500 dir.....	Respecting wages and certain working conditions.	Hon. Mr. Justice Harry W. Lunney, (c) 3; John W. Davidson, (s) 1; Patrick Conway, (m) 1.	June 24, 1938	Sept. 23, 1938	The board presented a unanimous report, accompanied by an agreement signed by representatives of the parties to the dispute providing wage increases for practically all classes of employees. The agreement was later ratified by the union membership.
Oct. 24, 1938	Western Dominion Coal Mines, Limited, Manitoba and Saskatchewan Coal Company, Limited, Benefield Mine, Limited, Lignite Mines, Limited, Eastern Collieries of Benefield, Limited, Benfield Brothers, Limited, and Wile, Coal Company, and their employees, and the majority of the members of the United Mine Workers of America.	Employees....	Benefield and district, Sask.	Approx. 575 dir.	Employees' request for union recognition, increased wages, 8-hour day from bank to bank, and a uniform contract for all of the mines.	Prof. A. R. Greig, (c) 4; B. D. Hogarth, K.C., M.L.A., (s) 1; Angus J. Morrison, (m) 1.	Dec. 22, 1938	Jan. 23, 1939 (interim)	A general strike occurred in this field on October 17, 1938. The Minister of Labour pointed out that the men were on strike in violation of the Industrial Disputes Investigation Act and urged that they resume work at once. The strike was terminated on October 20, and the following day application was made for a board. As two unions, the Benefield Local Union of the United Mine Workers of America and the Saskatchewan Mine Workers Union, an affiliate of the Canadian Federation of Labour, had membership in the field, and each claimed that its membership included a majority of the employees in at least some of the mines, it was decided by the minister to have a ballot taken to establish if the United Mine Workers of America, which had made the application, represented a majority of the employees in each or all of the mines operated by the companies named in the application. The mine operators co-operated with a representative of the department in conducting the vote, and arrangements were made with the Town Clerk of Estevan to count the ballots with

the departmental officer. The result of the ballot showed 589 votes in support of the application and 37 against, while a majority in each mine indicated their desire to be represented by the United Mine Workers of America. The board made an interim report on January 18, indicating the various steps which had been taken at that date to advance the inquiry and adjourned its hearings until May 15, 1939.

(2) TRANSPORTATION AND COMMUNICATION

STEAM RAILWAYS

May 26, 1938	Canadian Pacific Railway Company and its clam tower operators, riggers, land, hoist or crane operators, clam firemen, power house firemen, land hoist or crane firemen, hatchmen, cable car trippers, trestlemen and coal handlers at Britt coal dock, being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Britt, Ont.....	70 dir.; 100 indir.	Concerning rates of pay for certain classifications.	.....	.....	As a result of departmental mediation negotiations were renewed between the parties concerned and an agreement was reached, effective June 16, 1938. Board procedure was accordingly unnecessary.
June 4, 1938	Toronto Terminals Railway Company and certain of its employees being members of the Canadian Red Cap Messengers' Federal Union No. 134.	Employees... Toronto, Ont....	77 dir.....	Employees' request for an agreement providing a monthly wage rate, eight-hour shifts, holidays with pay, seniority rights, and pass rights.	.....	.....	As a result of departmental mediation a settlement was effected and the application was withdrawn on June 18, 1938.
Aug. 17, 1938	Canadian National Railway and its checkers, freight handlers, coopers, etc., on the Montreal wharf, being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Montreal, P.Q..	300 dir.....	Employees' request for an increase of 12 cents in the hourly wage rate.	.....	.....	The report of the board was signed by the chairman and Mr. Moore and recommended an increase of 7 cents, or 14%, in the wage rate for truckers, effective August 15, 1938, with other corresponding increases for the other classes affected. Mr. Currie submitted a minority

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1938, TO MARCH 31, 1939

(2) TRANSPORTATION AND COMMUNICATION—Continued

STEAM RAILWAYS—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (E) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Aug. 17, 1938	Canadian Pacific Railway Company and its checkers, freight handlers, coopers, etc., on the Montreal wharf, being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Montreal, P.Q.	350 dir.....	Employees' request for an increase of 12 cents in all hourly wage rates, with a corresponding increase in monthly rates; an increase of 5 cents per hour in the differential for night work; and an increase of \$20 per month in the pay of checkers employed during the closed season of navigation.	Brooke Claxton (c) 4; George S. Currie, (E) 1; Tom Moore, (M) 1.	Sept. 22, 1938	Oct. 12, Oct. 13, 1938	report advocating continuance of existing rates of pay. The board's recommendation was rejected by the companies. During further negotiations, however, in which the conciliation services of the department were of assistance, a compromise was reached, the settlement providing for a wage increase of 3 cents per hour, effective November 1, 1938.
Oct. 28, 1938	Canadian National Railways and its shop labourers employed in the Motive Power and Car Department shops, being members of the Transcona Railway Workers' Union of the One Big Union.	Employees...	Transcona, Man.	95 dir.; 1,100 indir.	Alleged discrimination against certain employees and request of union to be recognized in negotiations.				Inasmuch as an agreement was already in existence between the company and another labour organization covering this class of service on C.N.R. Western Lines, and the applicants for a board did not represent a majority of such employees, a board was not established.
Dec. 31, 1938	Canadian National Railways and the trainmen in its Southern Ontario District (13th and 14th Seniority and Promotion Districts), members of the Brotherhood of Railroad Trainmen.	Employees...	Southern Ontario.	350 dir.....	Questions arising out of merging of two seniority districts, involving seniority rights of men holding seniority on former individual districts, and the abolishing of so-called "homestead rights" in applying seniority and promotion rules on the enlarged district.	W. G. Graham, (c) 3; C. F. Needham, (E) 1; Albert McGovern, (M) 1.	Feb. 13, 1939	Mar. 7, 1939	The report of the board was unanimous and embodied the terms of an agreement which the board had succeeded in negotiating between the parties concerned.
Jan. 26, 1939	Canadian National Railways (Sleeping and Dining Car Services) and its sleeping car conductors and porters, members of the Canadian Brotherhood of Railway Employees.	Employees...	Ontario and Quebec.	210 dir.; 400 indir.	Against changes in certain sleeping and parlor car runs resulting in increased hours of service for certain employees and loss of employment to others.				Departmental officials conferred with the respective parties and following a meeting between the management of the company and union officials the employees affected by the change in runs were, on or before March 1, restored to the runs held previously. Board procedure was accordingly unnecessary.

STREET AND ELECTRIC RAILWAYS

July 25, 1938	Ottawa Electric Railway Company and its employees being members of Division No. 278, Amalgamated Association of Street, Electric Railway and Motor Coach Employees of America.	Employees...	Ottawa, Ont....	331 dir.... indir.	44 Employees' request for certain changes in working conditions and an increase in wages equivalent, or nearly equivalent, to the reduction in wages values in 1931.	His Honour Judge J. T. Mulcahy, (c) 4; A. W. Beament, K.C., (n) 1; Hal. J. Burns, (m) 1.	Aug. 24, 1938	Nov. 12, 1938	The board presented a unanimous report containing recommendations respecting overtime, holidays with pay, and for power plant and substantial employees an increase in wages and a six-day week. All of the recommendations, save that respecting holidays with pay, were implemented by the company, effective December 16, 1938.
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MOTOR TRANSPORTATION

Mar. 29, 1938	Hendrie and Company, Limited, and its motor truck drivers, members of the Canadian Brotherhood of Railway Employees.	Employees...	Toronto, Ont....	100 dir.....	Employees' request for agreement respecting wages, hours and working conditions.	Prof. Kenneth W. Taylor, (c) 3; H. A. F. Boyde, (n) 1; J. L. Cohen, K.C., (m) 1.	Sept. 19, 1938	Dec. 3, 1938	The report of the board was unanimous and incorporated the text of a memorandum of settlement between the company and the union which the board had negotiated between the parties. Subsequently, on the application of the employees, the minister requested the board to reconvene for the purpose of interpreting certain clauses of the memorandum of settlement.
April 29, 1938	Motorways, Limited, and its drivers, warehousemen, checkers, loaders, mechanics and helpers as represented by the Employees' committee, Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Employees...	Ottawa and Toronto, Ont.	40 dir.....	Employees' request for an agreement respecting wages, hours and working conditions.	A. Gordon, McDonald, K.C., (c) 3; Duncan A. McIlraith, (n) 1; Clinton H. Dowd, (m) 1.	Oct. 5, 1938	Jan. 30, Feb. 2, 1939	The report of the board was signed by the chairman and Mr. McIlraith, who found working conditions and rates of pay to be as good as, or superior to, the minimum requirements of the proposed agreement, and made no recommendation as to a union agreement. Mr. Dowd submitted a minority report.
May 11, 1938	United Delivery, Limited, and its truck drivers and helpers, members of the Canadian Brotherhood of Railway Employees.	Employees...	Ottawa, Ont....	23 dir.....	Employees' request for agreement respecting wages and working conditions; also concerning alleged unjust dismissal of an employee.	Frederic J. Hanna, (c) 3; Walter F. Schroeder, (n) 1; Clinton H. Dowd, (m) 1.	Sept. 2, 1938	Jan. 30, Feb. 6, 1939	The report of the board was signed by the chairman and Mr. Schroeder, who recommended against any alteration in the rate of wages or in working conditions, and found dismissal of the employee to be justified. Mr. Dowd submitted a minority report.
May 17, 1938	Canadian National Railways (Cartage Services) and its clerks, garagemen, foremen, stablemen, horseholders, motormen, wagonmen and vehicle helpers, members of the Canadian Brotherhood of Railway Employees.	Employees...	Drummondville, Ste. Hyacinthe and Montreal, P.Q., and Brandon, Guelph and London, Ont.	250 dir.....	Employees' request for agreement respecting wages, hours and working conditions.	.....	.....	.....	The General Manager of the Cartage Services declined to negotiate with a committee not composed entirely of employees in the Cartage Services. Following discussions with departmental officials a committee of the Cartage Services' employees was formed and conferred with the General Manager. An agreement was reached on June 30. Board procedure was accordingly unnecessary.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1938, TO MARCH 31, 1939

(2) TRANSPORTATION AND COMMUNICATION—Continued

MOTOR TRANSPORTATION—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (C) chairman; (E) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
May 23, 1938	Diamond Truck Company, Limited, and its truck drivers, warehousemen, etc., members of the Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Employees	Ontario and Quebec.	40 dir.....	Employees' request for a collective agreement respecting wages and working conditions.	Charlemagne Rodier, K.C., (C) 4; N. Charbonneau, (E) 1; Clinton H. Dowd, (M) 1.	Aug. 18, 1938	April 3, April 11, 1939	The report, which was signed by the chairman and Mr. Dowd, recommended acceptance of the agreement regarding wages and working conditions proposed by the employees. This, however, was rejected by the company. Mr. Charbonneau submitted a minority report.
June 29, 1938	Mahoney and Rich, Limited, and its drivers and mechanics, as represented by the Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Employees	Ottawa, Ont....	30 dir.....	Employees' request for an agreement regarding wages, hours and working conditions.				Shortly after the application was received an agreement was reached between the company and the union, and the application was withdrawn on July 5, 1938.
June 29, 1938	Adams Cartage and Storage Company and its truck drivers, warehousemen, checkers, loaders, mechanics and helpers, as represented by the employees' committee, Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Employees	Toronto, Ont....	20 dir.....	Employees' request for an agreement respecting wages, hours and working conditions.				As a result of departmental mediation this dispute was amicably settled and the application was withdrawn on August 10, 1938.
June 29, 1938	Weaver's Cartage Company and its truck drivers, warehousemen, checkers, loaders, mechanics and helpers, as represented by the employees' committee, Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Employees	Toronto, Ont....	12 dir.....	Employees' request for an agreement respecting wages, hours and working conditions.				As a result of departmental mediation this dispute was amicably settled and the application was withdrawn on September 1, 1938.

June 29, 1938	Marica Transport Com- pany and its truck drivers, warehouse- men, checkers, load- ers, mechanics and helpers, as represented by the employees' committee, Auto- motive Transport Section, Canadian Brotherhood of Rail- way Employees.	Employees...	Winnipeg, Man..	53 dir.....	Employees' request for an agreement respecting wages, hours and work- ing conditions.	.....	The application was withdrawn on July 8, 1938, an agreement having been reached between the company and a committee of its employees.
Nov. 7, 1938	Security Storage Com- pany, Limited and its truck drivers, helpers, warehousemen, pack- ers, etc., members of Division No. 205, Au- tomotive Transport Section, Canadian Brotherhood of Rail- way Employees.	Employees...	Winnipeg, Man..	53 dir.....	Employees' request for an agreement regarding wages, hours and work- ing conditions.	.....	While the company refused to nego- tiate with the union on the ground that it was composed mainly of railway workers whose interests were inimical to the interests of the company and its employees, conferences between the manage- ment and a committee of its employees were arranged as a result of departmental mediation, and an agreement was reached. The application was withdrawn on December 10, 1938.
Nov. 8, 1938	City Dray Company, Limited, and its truck drivers, helpers, ware- housemen, etc., mem- bers of Division No. 205, Automotive Transport Section, Ca- nadian Brotherhood of Railway Employees.	Employees...	Winnipeg, Man..	40 dir.....	Employees' request for an agreement regarding wages, hours and work- ing conditions.	.....	As a result of departmental media- tion an agreement was reached between the company and a com- mittee of its employees, and the application was withdrawn on December 2, 1938.
Feb. 23, 1939	National Cartage and Storage, Limited, and its chauffeurs, mem- bers of Fort Gerry Division No. 253, Ca- nadian Brotherhood of Railway Employees.	Employer.....	Winnipeg, Man..	28 to 44 dir.; 20 indir. 67 indir.	Company's proposal to in- crease number of hours worked per week by its employees and reduce their rate of pay.	.....	As a result of departmental media- tion an agreement was reached effective March 16, 1939, and board procedure was accordingly unnecessary.

SHIPPING

Dec. 6, 1937	Canadian Pacific Steam- ships, Limited (Trans- Pacific Service), and its marine engineers being members of Council No. 7, Na- tional Association of Marine Engineers of Canada, Inc.	Employees...	Pacific coast....	41 dir.; 20 indir.	Employees' request for increased wages, certain changes in working con- ditions, and a signed agreement with the union.	This application did not comply with the provisions of the Act and a board was not established. The men's representations, however, were brought to the attention of the management and subsequently certain adjustments in wages and working conditions were put into effect. These did not prove en- tirely satisfactory to the men, who urged further improvements in their pay and leave conditions. The department's further inter- cession on their behalf, however, was unsuccessful.
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V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1938, TO MARCH 31, 1939

(2) TRANSPORTATION AND COMMUNICATION—Continued

SHIPPING—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (e) employer; (w) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Mar. 12, 1938	Western Stevedore Company and certain of its employees being assistant general foreman, foremen, clerical staff, stevedores, checkers, sealers, assistant stevedores, coopers, porters, crane operators and netmen, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Fort William, Ont.	600 dir.; 600 indir.					
Mar. 12, 1938	Canadian National Railway and certain of its employees being assistant general foreman, clerical staff, refrigerator inspector, stevedores, checkers, sailors, assistant stevedores, coopers, porters, crane operators and netmen, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Port Arthur, Ont.	302 dir.; 600 indir.	Employees' request for increased wages and changed working conditions.	W. C. Hamilton, K.C.; (e) 1; Alfred J. Wickens, K.C.; (w) 1.			Negotiations were renewed between the parties concerned as a result of departmental mediation, and an agreement on the points at issue was reached on May 11, 1938. The personnel of the board was therefore not completed.
Sept. 6, 1938	Canadian Pacific Railway Company and the unlicensed personnel in its British Columbia Coast Steamship Service, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Vancouver, B.C.	400 dir.; 2,000 indir.	Request of union for agreement covering these employees.				An agreement had been in effect since April, 1937, with a committee representing the deck, engine room and stewards' departments, and there appeared to be doubt as to whether a majority of the employees now desired to be represented by the union. Upon production of evidence that the union represented a majority of the employees in the stewards' depart-

Jan. 12, 1939	Ocean steamship companies at the Port of St. John and their checkers, coopers, etc., a majority of whom were stated to be members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	West St. John, N.B.	125 dir.....	Employees' request for agreement covering wages and working conditions.	Harold B. Gault, (C) 4; G. Allan Beatey, (E) 1; Tom Moore, (M) 1.	Mar. 22, 1939	.....	ment, the manager agreed to enter into negotiations with a committee selected by members of the brotherhood looking to an agreement covering wages and working conditions for the stewards' department. The application was withdrawn on December 7, 1938. Proceedings unfinished at the close of the fiscal year.
Feb. 10, 1939	Canada Steamship Lines, Tree Line Navigation Company, Limited, Clarke Steamship Company, Limited, Ellis Shipping Company, Limited, Interprovincial Steamship Lines (Montreal Shipping Agent), Gaspe Baie Chaleurs Navigation Company and Vaillancourt Transportation, Inc., and their longshoremen, foremen, equipment operators, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Montreal, P.Q..	400 dir.....	Employees' request for a new agreement for 1939 providing increased wages and changed working conditions.	.....	.....	.....	The dispute was settled through direct negotiations between the parties concerned and the application was withdrawn on March 4, 1939.

TELEGRAPHS

Feb. 21, 1938; revised May 2, 1938	The Canadian Press and certain of its employees being mercantiles and automatic meter telegraph operators, members of Canadian Press System Division No. 52, Commercial Telegraphers' Union.	Employees....	Throughout Canada.	85 dir.....	Employees' request for union recognition and for an agreement covering all employees, including traffic chiefs, the agreement to be negotiated through representatives of their own choice and to embody increased rates of pay.	Norman A. M. McKenzie, (C) 3; W. Rupert Davies, (E) 1; Leonard James Ryan, (M) 1.	May 16, 1938	June 25, 1938	The report of the board was unanimous and was accompanied by an agreement which the board had negotiated between the representatives of the employees and the General Manager of the Canadian Press. This agreement was later ratified by the Board of Directors of the Canadian Press.
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V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1938, TO MARCH 31, 1939

(2) TRANSPORTATION AND COMMUNICATION—*Concluded*

TELEGRAPHS—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (e) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Nov. 12, 1938	Canadian National Telegraphs and its telegraph messengers, members of Division No. 204, Canadian Brotherhood of Railway Employees.	Employees...	Toronto, Ont...	130 dir....	Employees' request for changes in wages and working conditions.	.....	.....	.....	As a result of departmental mediation the dispute was amicably settled, and the application was withdrawn on January 9, 1939.
(3) MISCELLANEOUS									
LIGHT AND POWER AND WATERWORKS									
April 26, 1937	Corporation of the City of Winnipeg and certain of its employees being waterworks supply workers, members of Waterworks Operators' Union.	Employees...	Winnipeg, Man...	50 dir.; 1,950 indir.	Employees' request for cancellation of 10% of the wage reductions in force.	.....	.....	.....	.....
April 26, 1937	Corporation of the City of Winnipeg and certain of its employees being diggers, air compressor men and joint-makers, members of the Civic Employees' Water Works (Diggers) Unit, One Big Union.	Employees...	Winnipeg, Man...	35 dir.; 1,965 indir.	Employees' request for an increase, effective January 1, 1937, of 81 per cent in the hourly wage rate, and certain changes in working conditions.	.....	.....	.....	.....
April 26, 1937	Corporation of the City of Winnipeg and certain of its employees being linemen, cablemen, pitmen, groundsmen, troubleshooters, electricians, polemen and helpers, and station maintenance men and apprentices, members of the Linemen and Underground Civic Employees' Unit, One Big Union.	Employees...	Winnipeg, Man...	50 dir.; 1,950 indir.	Employees' request for restoration of certain wage rates previously in effect.	Hon. Mr. Justice A. K. Dymally, (c) 3; Travers Starnman, K.C., (e) 1; Marcus Hyman, K.C., (m) 1.	July 20, 1937	Dec. 6, 1937 (four reports)	The City Council granted to all groups of employees the 5% wage increase recommended by the board, effective June 1, 1938, instead of January 1, 1938, the date which the board had named. The Police Force, for whom the board had recommended a wage increase of 10%, accepted the 5% increase under protest.

April 26, 1937	Corporation of the City of Winnipeg and certain of its employees being high pressure pumpmen, pump house employees, electricians, maintenance men, boiler operators, fuel plant operators, coal plant operators, trimmers, chauffeurs, helpers and storekeepers, members of the Electrical and Mechanical Workers' Unit, Federation of Civic Employees.	Employees... Winnipeg, Man..	50 dir.; 1,950 indir.	Employees' request for certain changes in working conditions and cancellation of the balance of the second 10% reduction in wages.	Hon. E. A. McPherson, (c) 4; Travlers Sweatinan, K.C., (f); I.; Fred Banerjee, (M) 1 (died Nov. 22, 1937); E. Ingles, (M) 1.	Oct. 9, 1937	Jan. 21, Jan. 21, 1938	The City Council put into effect on June 1, 1938, a 5% wage increase, instead of an increase of approximately 7½% recommended by the board.
April 30, 1937	Corporation of the City of Winnipeg and certain of its employees comprising the clerical forces and meter readers of the hydro electric and waterworks systems, members of the Clerical Branch of the Federation of Civic Employees.	Employees... Winnipeg, Man..	400 dir.; 1,600 indir.	Employees' request for certain changes in working conditions and cancellation of the balance of the second 10 per cent reduction in wages.				
April 30, 1937	Corporation of the City of Winnipeg and various classes of employees of its Hydro Electric System being members of the Winnipeg, Pointe du Bois and Slave Falls Units of the Union of Hydro-Electrical Workers.	Employees... Winnipeg, Man..	180 dir.....	Employees' request for restoration of basic rates of wages in existence in 1931.				
July 29, 1938	Winnipeg Electric Company and certain of its employees being foremen, troubleshooters and linemen on emergency truck, subforemen, linemen journeymen and linemen apprentices, meter installers and helpers, meter repairers and helpers and cable splicers, members of Locals Nos. 1037 and 435, International Brotherhood of Electrical Workers.	Employees... Winnipeg, Man..	45 dir.....	Employees' request for cancellation of existing wage deduction so as to leave a deduction of 3% (instead of 6%) in effect for the year May 1, 1938, to April 30, 1939, with complete restoration of former wage rates for the ensuing year.	Hon. E. A. McPherson, (c) 4; W. C. Hamilton, K.C., (f) 1; Fred Keeley, (M) 1.	Sept. 6, 1938	Dec. 21, 1938	The chairman and Mr. Koeley recommended restoration of 1½% in respect of the employees' wages. Mr. Hamilton was of the opinion that the proposed restoration should be on the same basis as that already granted to other employees of the company, namely, one cent per hour. All three members recommended that any future restoration should be on the percentage basis. The board's recommendations were rejected by the company. Renewed negotiations, however, resulted in an agreement whereby all wage scales ranging up to 85c. per hour were increased 1c., and all wage scales of 85c. or more per hour were increased 1½c.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1932, TO MARCH 31, 1933

(3) MISCELLANEOUS—*Concluded*

LIGHT AND POWER AND WATERWORKS—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board: (c) chairman; (e) employer; (d) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Oct. 11, 1932	The Consumers' Gas Company of Toronto and its employees (skilled, semi-skilled and unskilled); members of the National Union of Domestic and Industrial Gas Workers.	Employees...	Toronto, Ont. ...	910 dir.	Employees' request for an agreement providing increased wages and improved working conditions.				As a result of departmental mediation an agreement was negotiated between the company and a committee of its employees, and the application was subsequently withdrawn.

II. DISPUTES NOT FALLING CLEARLY WITHIN THE DIRECT SCOPE OF THE ACT

Feb. 22, 1933	Manitoba Telephone Commission and certain of its employees being members of the International Brotherhood of Electrical Workers (Local 1037), the Independent Brotherhood of Telephone Workers, the Manitoba Telephone Association and the Independent Order of Telephone Operators.	Employees...	Winnipeg, Man. ...	950 dir.	Employees' request for abolition of wage deduction made effective January 1, 1932.				The employer being an agent of the Crown in the right of the province, it was held that the provisions of the Act did not apply to this case and a board was not established.
Mar. 23, 1933	Dominion Steel and Coal Corporation, Limited (Sydney Steel Plant Division), and the employees in its Bar Mill, members of Lodge No. 1064, Amalgamated Association of Iron, Steel and Tin Workers of North America.	Employees...	Sydney, N.S. ...	125 dir.; 3,400 indir.	Request of employees who are paid a flat dotal rate to be paid a bonus on tonnage.				The industry concerned not being one to which the Act primarily applies, a board could be established only with the joint consent of the parties concerned. The consent of the employer being withheld, no board was established.

V. GOVERNMENT ANNUITIES ACT

The Government Annuities Act (chapter 7, R.S.C., 1927, as amended by chapter 33, 1931) authorizes the issue of Government Annuities for old age, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than \$10 and not more than \$1,200, payable in quarterly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants, with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period shall be the longer. Annuities may be deferred or immediate. Deferred annuities are for purchase by younger persons desiring to provide for their old age, by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In the latter case the purchase money required may be derived partly from the wages of employees and partly from employers' contributions.

The interest in retirement annuity plans shown in the fiscal year 1937-38 increased during the year under review. Eighteen new agreements for the sale of annuities were entered into with industrial establishments and their employees, and with various institutions. By the sale of such group annuities to industrial workers and other gainfully employed persons, a reasonably adequate income for old age is being assured for a growing proportion of the population.

Details of the employees' retirement pension plans under the Act are published from time to time in the *Labour Gazette*.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1939, the total number of annuity contracts issued was 51,141. Of these contracts 4,171 have been cancelled, leaving 46,970 contracts in force on March 31, 1939. The total amount of purchase money received during the same period was \$133,298,497.15. The number of annuity contracts issued during the year under report exceeded that of any previous year. The amount of purchase money received, while very large, was not the largest in any year, there being, among the newer contracts, many issued under the deferred plan to groups whose members pay small periodic premiums. The following statement gives the details:—

DEPARTMENT OF LABOUR

Sept. 1, 1908, to March 31, 1909	66 contracts..	\$	50,391.31
April 1, 1909, to March 31, 1910	566 "		434,490.89
April 1, 1910, to March 31, 1911	1,069 "		393,441.40
April 1, 1911, to March 31, 1912	1,032 "		441,600.60
April 1, 1912, to March 31, 1913	373 "		417,135.50
April 1, 1913, to March 31, 1914	318 "		390,886.72
April 1, 1914, to March 31, 1915	264 "		314,765.29
April 1, 1915, to March 31, 1916	325 "		441,696.09
April 1, 1916, to March 31, 1917	285 "		432,272.40
April 1, 1917, to March 31, 1918	187 "		332,792.01
April 1, 1918, to March 31, 1919	147 "		322,154.23
April 1, 1919, to March 31, 1920	204 "		408,718.78
April 1, 1920, to March 31, 1921	195 "		531,800.45
April 1, 1921, to March 31, 1922	277 "		748,159.73
April 1, 1922, to March 31, 1923	339 "		1,028,353.07
April 1, 1923, to March 31, 1924	409 "		1,458,818.92
April 1, 1924, to March 31, 1925	486 "		1,606,822.03
April 1, 1925, to March 31, 1926	668 "		1,938,921.17
April 1, 1926, to March 31, 1927	503 "		1,894,885.29
April 1, 1927, to March 31, 1928	1,223 "		3,843,087.96
April 1, 1928, to March 31, 1929	1,328 "		4,272,418.87
April 1, 1929, to March 31, 1930	1,257 "		3,156,475.24
April 1, 1930, to March 31, 1931	1,772 "		3,612,233.88
April 1, 1931, to March 31, 1932	1,726 "		4,194,383.81
April 1, 1932, to March 31, 1933	1,375 "		3,547,345.03
April 1, 1933, to March 31, 1934	2,412 "		7,071,439.00
April 1, 1934, to March 31, 1935	3,930 "		13,376,400.02
April 1, 1935, to March 31, 1936	6,357 "		21,281,981.31
April 1, 1936, to March 31, 1937	7,806 "		23,614,823.95
April 1, 1937, to March 31, 1938	5,724 "		13,550,483.22
April 1, 1938, to March 31, 1939	8,518 "		18,189,318.98
Total..	51,141		\$133,298,497.15

During the fiscal year ending March 31, 1939, 1,951 immediate annuities and 6,567 deferred annuities, a total of 8,518, were contracted for, the average amount of annuity under the immediate contracts being \$360.00.

The number of annuity contracts in force on March 31, 1939, was as follows: immediate, 18,296; deferred, 28,674; a total of 46,970. The total amount of annuity under vested contracts in force was \$7,462,456, an average of \$408 per contract.

GOVERNMENT ANNUITIES FUND STATEMENT—1938-39

Balance at credit of fund on April 1, 1938..... \$ 107,644,200 00

RECEIPTS FOR THE YEAR ENDED MARCH 31, 1939

Immediate annuities.....	\$	9,859,844 19
Deferred annuities.....		8,412,711 40
Interest at 4 per cent to March 31, 1939.....		4,437,941 91
	\$	22,710,497 50

DISBURSEMENTS FOR THE YEAR

Payments under vested annuity contracts.....	\$	7,001,621 58
Payments of commuted values.....		55,602 44
Premiums returned with interest.....		147,838 85
Premiums returned without interest.....		83,236 61
	\$	7,288,299 48
Excess of receipts over disbursements of the fund for 1938-39.....	\$	15,422,198 02
Balance at credit of fund on March 31, 1939.....	\$	123,066,398 02

VALUATION, MARCH 31, 1939, OF ANNUITY CONTRACTS ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE

Classification	Number of Contracts	Amount of Annuity	Present Value of Contracts in Force
		\$	\$
Immediate—Males.....	3,215	1,448,636	13,052,921
Females.....	5,892	2,115,271	22,353,027
Males, guaranteed.....	2,435	1,167,581	13,925,644
Females, guaranteed.....	4,037	1,523,969	20,619,615
Last survivor.....	1,882	810,809	10,924,108
Last survivor, guaranteed.....	835	396,385	5,998,666
Total Immediate.....	18,296	7,462,456	86,873,981
Deferred.....	28,674	.....	35,890,942
Totals.....	46,970	.....	122,764,923

VI. EMPLOYMENT OFFICES CO-ORDINATION ACT

The fiscal year ended March 31, 1939, was the twenty-first in which the Employment Service Branch, set up under the Employment Offices Co-ordination Act, co-operated with the provincial Governments to maintain the Employment Service of Canada.

FUNCTIONS OF THE BRANCH

The primary function of the Employment Service Branch is administrative—that of administering the Employment Offices Co-ordination Act (chapter 57, R.S.C., 1927). This Act empowers the Minister of Labour:—

- (a) to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them;
- (b) to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters; and
- (c) to compile and distribute information received from employment offices, and from other sources, regarding prevailing conditions of employment.

The Department of Labour does not itself operate any public employment offices, but, through the device of paying subventions to the provinces, as provided in the Act, encouragement is given to the Governments of the several provinces to operate such offices on a uniform basis. In view of the close co-ordination of effort which is attained, the employment offices of the several provinces and the federal clearing houses, though each unit retains its individual identity, are commonly considered as a single organization known as "The Employment Service of Canada".

AGREEMENTS WITH THE PROVINCES

The Employment Offices Co-ordination Act provides in section 6 that:—

The payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the minister and the Government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied, and upon such agreement being approved by the Governor in Council.

During the fiscal year 1938-39, uniform agreements were concluded with all the provincial Governments except that of Prince Edward Island. The sum of money which was specified in the agreement as being available for payment by the Department of Labour to the provinces was the statutory provision of \$150,000. This amount was distributed among the provinces in proportion to their expenditures on public employment office administration and operation, the provinces being entitled to claim a portion of the federal appropriation in respect of expenditures on the operation and maintenance of these offices, but not for expenditures on premises or equipment. The amount of \$150,000 distributed among the provinces enabled a repayment to them of 27.3 per cent of their gross expenditures in this field, this percentage being slightly less than that of the previous year. Table No. 1 on page 56 shows the amounts spent by the various provinces, together with the amounts paid to them by the Department of Labour. In addition, the department furnished the provinces with the different forms utilized in the employment offices.

The annual agreements between the Minister of Labour and the several provincial Governments, concluded under the terms of the Act, provide that the province, in the operation of its employment offices, shall register all

applicants offering themselves for employment and undertake to locate suitable workers for all employers listing vacancies, without charging any fee or commission either to employer or employee. The province further agrees that the officials of the Employment Service shall accept no responsibility with respect to rates of wages or other working conditions offered or asked, but shall merely communicate the information available on these subjects to the applicant or employer, as the case may be. It is also agreed that where employment is reported to be affected by an industrial dispute, employees being referred to such employment shall be notified of this fact. Another important provision of the agreements is that the province shall make a special endeavour to place in suitable employment handicapped men suffering from the effects of active service during the war. In the agreements the provinces undertake to furnish the Department of Labour with information relative to the transactions of the offices, industrial information and the like. The Department of Labour is authorized to inspect the provincial employment offices from time to time, to determine whether the conditions of the agreement are being respected.

LOCATION OF EMPLOYMENT OFFICES

Every office of the Employment Service offers facilities for both men and women who are seeking work in any occupation, and for employers seeking any sort of help. Obviously, it is neither practicable nor advisable to segregate the various functions of the offices at all centres, but when the volume of work warrants it, and where the population to be served is of sufficient magnitude, such division of functions is made, and separate departments are operated for men and women, skilled and unskilled workers, farm, factory and domestic applicants, etc. In Western Canada, where seasonal workers, such as farm labourers, are regularly hired in large numbers, it is customary to operate temporary offices at some of the smaller centres in the busy season.

During the year the number of centres in which offices are maintained was increased to 74. The list of centres where offices are now located is as follows:—

Nova Scotia (four centres).—Halifax, Kentville, New Glasgow, Sydney.

New Brunswick (three centres).—Chatham, Moncton, Saint John.

Quebec (eleven centres).—Bagotville, Chicoutimi, Hull, La Tuque, Matane, Montreal, Quebec, Rouyn, Sherbrooke, Three Rivers, Val d'Or.

Ontario (thirty centres).—Belleville, Brantford, Chatham, Fort William, Guelph, Hamilton, Kenora, Kingston, Kitchener, London, New Toronto, Niagara Falls, North Bay, Oshawa, Ottawa, Owen Sound, Pembroke, Peterborough, Port Arthur, Sarnia, Sault Ste. Marie, St. Catharines, St. Thomas, Stratford, Sudbury, Timmins, Toronto, Welland, Windsor, Woodstock.

Manitoba (four centres).—Brandon, Dauphin, Portage la Prairie, Winnipeg.

Saskatchewan (nine centres).—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta (five centres).—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

British Columbia (eight centres).—Kamloops, Nanaimo, Nelson, New Westminster, Penticton, Prince Rupert, Vancouver, Victoria.

For the purpose of co-ordinating the efforts of the various local offices, and to facilitate the transfer of any kind of labour from districts over-supplied to those where a dearth exists, eight clearing houses have been established throughout Canada. Those for provincial clearance, operated by the provincial Governments as part of the Employment Service of Canada, are situated at Montreal, Toronto, Winnipeg, Regina, Edmonton and Vancouver. Those for interprovincial clearance, operated by the Department of Labour in the interests of the Employment Service of Canada, are the Eastern Clearing House, Ottawa, and the Western Clearing House, Winnipeg.

SPECIALIZED EMPLOYMENT WORK ON BEHALF OF HANDICAPPED EX-SERVICE MEN

One of the more important phases of the administration of the Employment Service Branch is that of specialized employment work on behalf of handicapped veterans of the late war. Until the fiscal year 1923-24 the Department of Pensions and National Health (formerly the Department of Soldiers' Civil Re-establishment) endeavoured to place in suitable employment men having physical handicaps due to war service, but since that time the Department of Labour has been charged with the responsibility of this work in all provinces except Quebec, having incorporated it into that of the Employment Service of Canada.

The annual agreements between the Minister of Labour and the several provinces contain a special clause in which the provinces agree to undertake in all employment offices to register and to endeavour to place employable handicapped ex-service men, while the Department of Labour undertakes to appoint and pay in full any additional employees necessary for the providing of adequate facilities to this end at the more important points. The centres at which federal employees are loaned to the provinces for this specialized employment office work have been selected because of their relative importance as the places of residence of handicapped ex-service men. At the present time such federal employees are maintained in the provincial employment offices as follows: Halifax, 1; Ottawa, 1; Toronto, 4; Winnipeg, 1; Vancouver, 3; and Victoria, 1.

The general observations made on this phase of the work of the Employment Service in preceding annual reports may well be repeated this year. The assistance given by the provincial authorities in connection with the placement of handicapped ex-service men has been most satisfactory and illustrates the degree of success encountered in Dominion-provincial co-operation to operate the Employment Service. The work of seeking to place satisfactorily men who are suffering from war disabilities is difficult of accomplishment. Certain classes of disabilities drastically limit the employment opportunities of those unfortunate enough to be afflicted with them, with the result that many avenues of employment are not open to these applicants. Further, during the past few years, owing to the competition for vacancies offered by workers who are fully physically fit, opportunities for placing handicapped men have diminished considerably. On account of the physical handicaps and the psychological objections to engaging disabled persons, in many instances it is not possible to place these applicants in regular employment, and only casual work can be found for them. Thus, during the last fiscal year, of 2,751 placements made of handicapped ex-service men, 80.4 per cent were in employment of a probable duration of seven days or less. The percentage of casual placements for the year 1937-38 was 76.7 and for the year 1936-37 about 81.2 per cent. It might be remarked, however, that many of the regular placements made effected a permanent rehabilitation of the applicants placed. Employers generally have shown a commendable spirit in accepting handicapped ex-service men for employment, and in many instances they have been willing to concede that in selected occupations one hundred per cent efficiency does not demand one hundred per cent physical fitness. Judged by the number of applications made at the employment offices by handicapped ex-service men, though it is now twenty and a half years since the Armistice, the obligation of endeavouring to assist these men in securing work shows no considerable diminution.

THE EMPLOYMENT SERVICE AND IMMIGRATION

For some years the Employment Service has provided a regular channel of information for the Department of Immigration and Colonization (now the Immigration Branch of the Department of Mines and Resources) relative to the availability of labour in Canada as a condition precedent to the admission of workers under contract of employment from outside of Canada. Particularly

since the passing of Order in Council P.C. 1413 in August, 1929, under which workers entering Canada under contract must secure special authority from the Immigration Branch has the Employment Service Branch of the Department of Labour been consulted frequently by the Immigration Branch in this connection. The procedure of the Employment Service is to endeavour to locate suitable workers in Canada willing to accept the employment offered, and in due course the Immigration Branch is notified of the success or otherwise of the Employment Service's efforts. While many cases are dealt with each year, owing to the economic conditions obtaining and the more rigid regulations in respect to entry which were in force, the number of cases up for consideration was at a low level in the year under review. Of course, the final decision as to the admission rests with the Immigration Branch, and in this regard the Employment Service is primarily a fact-finding agency.

STATISTICS: EMPLOYMENT OFFICE AND TRADE UNION UNEMPLOYMENT

As previously stated, certain statistical information covering the field of employment is regularly collected and compiled by the Employment Service Branch and published in the *Labour Gazette*. These statistics are of two classes: (a) administrative statistics, showing the work performed by the employment offices, based on daily reports received from them; and (b) statistics based on monthly reports on unemployment, received from local trade unions. In addition, the *Labour Gazette* publishes each month index numbers of employment in industry and reports on building permits issued, which are collected by the Dominion Bureau of Statistics in accordance with the Statistics Act. These statistics are closely followed by large numbers of persons throughout Canada, and the numerous enquiries concerning them received in the department testify to the value placed upon them by the public.

The tables on pp. 56 and 57 show: (table No. 2) applications, (table No. 3) vacancies and (table No. 4) placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the fiscal year. An analysis of the vacancies and placements by industrial groups for the same period is also given (table No. 6) on pages 58 and 59. At the base of tables No. 2, No. 3 and No. 4 are given the comparable totals of the previous fiscal year.

From reports received from local trade unions a figure is compiled monthly showing the percentage of the membership covered which is unemployed on the last day of the month. These statistics, as carried in the *Labour Gazette*, are worked out in considerable detail, being published in such form that each province as a whole, each industry as a whole and each main division of each industry, for the whole of Canada, are shown separately. When referring to trade union members as unemployed, the term "unemployment" has reference only to involuntary idleness due to economic causes. Members who are engaged at work in other than their own trades or who are idle because of illness are not considered for statistical purposes as unemployed. Workers who are involved in strikes or lockouts are excluded from the tabulations. About two-thirds of all organized workers in Canada are regularly covered in this tabulation. Table No. 5 on page 57 gives the percentages of unemployment among the membership of reporting trade unions from January, 1929, to March, 1939, the figure in each case being that for all Canada, for all industries. Figures are also given showing gross trade union membership covered, as well as gross numbers reported unemployed.

LABOUR MOBILITY

While the offices of the Employment Service are located at points of chief industrial activity, the facilities accorded are not utilized only locally, but each office also supplies a considerable number of workers to the contiguous districts. Out of the total of 397,676 placements effected during the period under review, 144,545 were made outside of the centres in which the offices are situated.

Since 1919 the railways have accorded to bona fide applicants at the Employment Service who may desire to travel to distant employment for which no workers are available locally a concession involving a reduced fare. This privilege is effective on the following railroads: Canadian National, Canadian Pacific, Dominion Atlantic, Kettle Valley, Michigan Central, Northern Alberta, Pacific Great Eastern, Quebec Central, Temiskaming and Northern Ontario and the Wabash. The reduced rate is for a second-class fare at 2.5 cents per mile, obtainable on the surrender of a certificate secured at the employment office. By this means 4,950 persons were aided in securing employment during the year. A minimum fare of four dollars is stipulated, so that a person travelling to employment at a distance where the reduced rate does not amount to the minimum is not able to derive the benefit therefrom.

THE EMPLOYMENT SERVICE AND UNEMPLOYMENT RELIEF

Although no comprehensive plan existed to provide for assistance from the offices of the Employment Service in connection with the relief of unemployment and conditions due to unemployment, in most localities the employment offices did assist in such work. In many instances where public works were being carried on to provide employment the selection and rotation of the workers engaged was arranged by the employment office at the request of the public authorities having the work in hand. In other instances applicants for relief were required by civic authorities to show certification by the employment office as to their status as unemployed persons. While it is impossible to commit to a statistical record the assistance given by the employment offices in reference to unemployment relief work, provincial cabinet ministers in charge of unemployment relief in their respective provinces and civic authorities have testified publicly in many cases to the efficient aid afforded by the employment offices in this regard.

TABLE No. 1—FEDERAL SUBVENTIONS TO THE PROVINCES FOR EMPLOYMENT SERVICE WORK DURING THE FISCAL YEAR 1938-39

Provinces	Amount of Original Expenditure	Amount of Federal Subventions
	\$ cts.	\$ cts.
Nova Scotia.....	17,564 33	4,798 68
New Brunswick.....	11,104 84	3,032 80
Quebec.....	136,907 59	37,391 09
Ontario.....	218,201 03	59,551 23
Manitoba.....	40,005 61	10,886 09
Saskatchewan.....	39,653 49	10,831 54
Alberta.....	37,357 61	10,203 79
British Columbia.....	48,718 56	13,304 78
Total for Canada.....	549,513 06	150,000 00

TABLE No. 2—APPLICATIONS FOR EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1938, TO MARCH 31, 1939

Province	Men	Women	Total
Nova Scotia.....	9,841	7,615	17,456
New Brunswick.....	7,100	5,900	13,000
Quebec.....	127,990	55,452	183,442
Ontario.....	237,810	77,306	315,116
Manitoba.....	51,626	15,244	66,870
Saskatchewan.....	33,005	14,084	47,089
Alberta.....	45,524	11,676	57,200
British Columbia.....	85,526	13,950	99,476
Totals for Canada.....	598,422	201,227	799,649
Comparable Totals, 1937-38:.....	558,494	177,648	736,142

TABLE No. 3—VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1938, TO MARCH 31, 1939

Province	Men	Women	Total
Nova Scotia.....	8,557	6,246	14,803
New Brunswick.....	6,617	5,797	12,414
Quebec.....	57,611	42,269	99,880
Ontario.....	90,619	35,523	126,142
Manitoba.....	28,848	10,470	39,318
Saskatchewan.....	29,061	12,643	41,704
Alberta.....	21,430	7,155	28,585
British Columbia.....	46,820	6,563	53,383
Totals for Canada.....	289,563	126,666	416,229
Comparable Totals, Year 1937-38.....	288,325	126,675	415,000

TABLE No. 4—PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1938, TO MARCH 31, 1939

Province	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Nova Scotia.....	3,662	1,703	5,365	4,847	4,179	9,026	8,509	5,882	14,391
New Brunswick.....	830	1,071	1,901	5,787	4,722	10,509	6,617	5,793	12,410
Quebec.....	51,617	20,221	71,838	5,985	9,887	15,872	57,602	30,108	87,710
Ontario.....	50,600	17,194	67,794	38,960	16,553	55,513	89,560	33,747	123,307
Manitoba.....	27,776	5,224	33,000	1,307	4,891	6,198	29,083	10,115	39,198
Saskatchewan.....	26,803	9,696	36,499	1,663	1,900	3,563	28,466	11,596	40,062
Alberta.....	18,284	4,581	22,865	3,033	1,374	4,407	21,317	5,955	27,272
British Columbia.....	12,370	3,445	15,815	34,417	3,094	37,511	46,787	6,539	53,326
Totals for Canada.....	191,942	63,135	255,077	95,999	46,600	142,599	287,941	109,735	397,676
Comparable Totals, Year 1937-38.....	216,473	56,669	273,142	68,247	47,007	115,254	284,720	103,676	388,396

TABLE No. 5—TRADE UNION STATISTICS ON UNEMPLOYMENT

—	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939
Average membership reported.....	200,257	206,217	199,034	171,460	150,352	155,694	164,909	177,653	201,567	226,048	.....
Average number unemployed.....	11,485	22,867	33,505	37,652	33,489	28,320	25,336	23,500	21,639	29,643	.....
Percentage of membership unemployed during year on average.....	5.7	11.1	16.8	22.0	22.3	18.2	15.4	13.2	10.7	13.1	.....
Percentage of membership unemployed by months:—											
January 31.....	6.3	10.8	16.0	22.0	25.5	21.2	18.1	14.8	14.5	12.4	15.9
February 28 (29).....	6.8	11.5	15.6	20.6	24.3	20.0	18.2	13.8	13.7	13.7	16.4
March 31.....	6.0	10.8	15.5	20.4	25.1	19.5	16.7	14.5	12.9	12.8	15.7
April 30.....	5.5	9.0	14.9	23.0	24.5	19.1	17.0	15.1	11.1	13.1	.....
May 31.....	4.0	10.3	16.2	22.1	23.8	18.5	15.9	14.8	9.5	13.2	.....
June 30.....	2.9	10.6	16.3	21.9	21.8	18.0	15.4	13.9	10.4	13.5	.....
July 31.....	3.0	9.2	16.2	21.8	21.2	17.9	15.1	12.5	8.9	14.0	.....
August 31.....	3.5	9.3	15.8	21.4	19.9	16.5	14.2	10.8	7.6	11.6	.....
September 30.....	3.7	9.4	18.1	20.4	19.8	16.4	13.0	10.9	7.7	10.4	.....
October 31.....	6.0	10.8	18.3	22.0	19.8	16.2	13.3	11.0	8.9	12.3	.....
November 30.....	9.3	13.8	18.6	22.8	20.4	17.5	13.3	12.7	11.2	13.7	.....
December 31.....	11.4	17.0	21.1	25.5	21.0	18.0	14.6	14.3	13.0	16.2	.....

TABLE No. 6—VACANCIES AND PLACEMENTS OF THE EMPLOYMENT

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
<i>Manufacturing</i>	185	168	17	222	5	217	1,757	1,168	486	6,265	4,575	1,461
Animal products edible.....	4	4		3		3	146	70	67	100	55	44
Fur and its products.....							213	91	109	4	3	1
Leather and its products.....	2	2					6	4		131	103	27
Lumber and its products.....	88	84	4	24		24	56	36	12	369	237	87
Musical instruments.....										20	1	19
Pulp and paper products.....	3	3		1		1	337	98	234	481	305	168
Rubber products.....							87	57	7	109	75	26
Textile products.....	16	13	3	41	2	39	110	69	21	731	606	95
Plant products edible.....	2	1	1				50	39	2	718	380	332
Plant products n.e.s.....										82	46	34
Wood distillates.....										4	4	
Chemical and allied products.....				2	2		30	29		181	111	68
Clay, glass and stone.....				2		2	16	13		174	73	48
Electric current.....							9	9		870	823	48
Electric apparatus.....	11	10	1	8		8	64	58		271	212	60
Iron and steel products.....	58	51	7	27	1	26	119	100	3	1,645	1,268	294
Non-ferrous metal products.....							407	403	4	117	106	11
Mineral products.....	1		1	114		114	64	59	5	95	29	60
Miscellaneous.....							43	33	2	163	118	39
<i>Logging</i>	636	586	5	234	234		3,963	4,349		6,172	5,492	66
<i>Fishing and Hunting</i>	8	8					4	4		21	14	5
<i>Farming</i>	483	319	164	81	76	5	970	913	28	16,382	13,561	2,694
<i>Mining</i>	188	178	7				158	155	1	406	361	23
Coal.....												
Metallic ores.....	188	178	7				104	100	1	379	334	23
Non-ferrous ores.....							54	55		27	27	
<i>Communication</i>	18	8	10	3		3	6	4	2	26	8	18
<i>Transportation</i>	88	32	56	94		93	2,588	304	2,277	855	167	677
Forwarding and storage.....	59	17	42	92		91	58	76	17	776	110	669
Railway.....							1			14	9	3
Shipping and stevedoring.....	25	11	14	2		2	2,490	226	2,260	64	48	5
Air.....	4	4					3	2		1		
<i>Construction and Maintenance</i>	5,826	2,283	3,529	3,964	474	3,490	44,512	42,182	2,243	47,812	24,833	22,927
Railway.....	113		113				302	70	232	363	280	88
Highway.....	5,611	2,216	3,381	3,754	451	3,303	31,344	30,010	1,150	37,860	17,855	20,012
Building and other.....	102	67	35	210	23	187	12,866	12,102	861	9,589	6,698	2,827
<i>Services</i>	7,120	1,733	5,035	7,488	1,100	6,388	44,655	21,821	10,629	44,643	17,763	25,117
Governmental.....	54	24	29	7	1	6	241	137	92	1,228	290	934
Hotel and restaurant.....	194	89	93	62	38	22	1,397	1,125	29	2,690	1,979	600
Professional.....	617	69	511	13	4	9	609	425	51	858	487	341
Recreational.....	25	4	19	15	5	10	237	196	44	1,584	512	1,048
Personal.....	820	20	797	1,711	28	1,684	1,570	870	611	8,262	683	7,556
Household.....	5,405	1,522	3,586	5,675	1,020	4,656	40,566	19,075	9,802	29,963	13,759	14,637
Farm household.....	5			5	4	1	15	13		58	53	1
<i>Trade</i>	248	51	199	316	10	303	1,173	832	222	3,421	962	2,442
Retail.....	196	48	150	314	10	301	670	451	146	2,947	843	2,086
Wholesale.....	52	3	49	2		2	503	381	76	474	119	356
<i>Finance</i>	8	4	4	12	2	10	94	86	4	139	58	83
<i>All Industries</i>	14,803	5,365	9,026	12,414	1,901	10,509	99,880	71,838	15,872	126,142	67,794	55,513
<i>Men</i>	8,557	3,662	4,847	6,617	830	5,787	57,611	51,617	5,985	90,619	50,600	38,960
<i>Women</i>	6,246	1,703	4,179	5,797	1,071	4,722	42,269	20,221	9,887	35,523	17,194	16,553

SERVICE BY INDUSTRIES, APRIL 1938—MARCH 1939

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
420	225	195	238	117	117	740	611	123	486	305	176	10,313	7,174	2,772
17	11	6	45	26	19	54	49	4	35	25	10	404	240	153
10	1	9	5	1	4	4	3	1	2	2	1	236	99	124
12	10	2	5	4	4	8	8	8	2	2	2	166	133	29
50	43	8	48	37	9	293	288	5	161	132	27	1,089	877	176
55	20	35	3	2	1	7	7	1	23	9	13	20	1	19
6	2	4	5	1	5	1	1	1	1	1	1	910	444	452
55	35	20	4	4	27	16	9	9	8	5	2	122	78	35
30	12	18	4	4	45	31	13	13	38	25	13	908	719	133
2	2	2	2	2	5	5	5	2	38	25	13	1,002	536	439
19	3	16	11	10	1	12	1	11	2	2	2	144	95	38
5	3	2	22	22	1	5	3	2	6	3	3	20	6	14
21	8	13	3	3	36	35	1	20	12	12	8	254	161	90
17	3	13	3	3	30	6	24	16	16	10	4	275	136	83
107	65	42	51	15	7	5	2	2	3	2	2	949	859	89
3	3	3	6	6	155	109	46	89	23	66	2	384	290	87
11	7	4	23	12	1	1	1	40	40	2	2	2,251	1,632	519
1,731	1,947	2	149	118	6	48	42	4	37	16	21	565	550	17
13	14	1	3	3	2	2	1	1	4	1	3	368	146	214
18,142	18,014	149	36,754	36,140	11	688	688	5,243	4,897	346	18,806	18,311	437	60
51	62	6	131	128	18	45	44	1	1	1	94	88	7	
17	18	13	10	10	103	14,747	14,433	212	1,573	1,483	70	79,132	74,939	3,425
34	44	6	108	108	380	375	317	300	13	1,631	1,559	50		
.....	.....	.....	10	10	325	321	263	257	2	1,111	1,056	39		
.....	.....	.....	8	8	35	35	54	43	11	165	154	11		
.....	.....	.....	8	8	20	19	1	1	1	57	24	53		
22	11	13	109	11	398	205	193	236	52	185	4,390	732	3,592	
19	7	13	103	10	254	61	193	147	17	129	1,544	298	1,247	
3	4	1	1	1	143	143	86	3	2	1	19	12	4	
.....	.....	.....	5	5	1	1	1	23	33	55	2,813	465	2,336	
7,979	7,641	348	1,143	857	3,331	1,842	1,434	36,774	5,294	31,478	151,841	85,406	65,773	
23	23	.....	141	131	10	371	355	10	31	27	4	1,344	856	457
7,783	7,489	295	741	591	150	2,508	1,266	1,244	35,421	4,616	30,804	125,022	64,494	60,339
173	129	53	261	135	119	452	221	230	1,322	651	670	24,975	20,026	4,982
10,619	5,029	5,247	12,990	9,079	2,806	7,909	4,572	2,149	8,429	3,423	4,980	143,853	64,540	62,351
83	65	18	20	4	16	25	10	13	505	25	480	2,163	556	1,588
496	409	105	238	188	28	430	368	33	332	210	120	5,839	4,406	1,030
180	76	99	892	782	52	181	96	79	380	67	316	3,730	2,006	1,458
93	13	84	152	8	144	92	15	77	85	30	52	2,303	783	1,478
697	42	655	758	30	728	769	52	718	1,259	60	1,197	15,846	1,785	13,946
7,161	2,615	4,283	4,492	2,342	1,836	4,843	2,845	1,227	5,845	3,008	2,815	103,950	46,186	42,842
1,909	1,809	3	6,438	5,725	2	1,569	1,186	2	23	23	.....	10,022	8,818	9
283	55	231	164	38	127	335	87	242	311	53	255	6,251	2,038	4,021
172	33	141	114	32	83	229	64	159	269	46	220	4,911	1,527	3,286
111	22	90	50	6	44	106	23	83	42	7	35	1,340	561	735
8	2	6	15	.....	15	12	8	4	13	6	7	301	166	133
39,318	33,000	6,198	41,704	36,499	3,563	28,585	22,865	4,407	53,983	15,815	37,511	416,229	255,077	142,599
28,848	27,776	1,307	29,061	26,803	1,663	21,430	18,284	3,033	46,820	12,370	34,417	289,563	191,942	95,999
10,470	5,224	4,891	12,643	9,696	1,900	7,155	4,581	1,374	6,563	3,445	3,094	126,666	63,135	46,600

VII. TECHNICAL EDUCATION ACT

In 1919 the Dominion Parliament passed the Technical Education Act, authorizing a contribution of ten million dollars to the provinces, to be expended over a period of ten years for the purpose of assisting any form of vocational, technical or industrial education or instruction deemed necessary or desirable in promoting industry and the mechanical trades, or increasing the earning capacity, efficiency and productive power of those employed therein. The yearly grants to the provinces sanctioned under the provisions of the Act were determined by first setting aside the sum of ten thousand dollars for each province and then dividing the remainder in proportion to population.

As has been pointed out in previous annual reports, during the ten years in which the Act was operative only the province of Ontario earned its entire allotment, and in order that the remaining provinces might have a further opportunity to earn the balance of the money originally allotted to them the Act was extended at the 1929 session of Parliament for a term of five years.

At the expiration of the five-year extension there were still three provinces, Manitoba, Nova Scotia and Saskatchewan, which had not been able to take full advantage of their apportionments, and in order that these three provinces might not be deprived of any part of their original appropriation the Act was again extended at the 1934 session of Parliament for another five years.

During the second five-year extension of the Act the provinces of Nova Scotia and Saskatchewan exhausted the entire balance of their allotments, and at the expiration of this extension Manitoba alone had an unexpended balance.

In order that the province of Manitoba might have the opportunity to take advantage of the sum still available, during the 1939 session of Parliament the Act was once again extended for five years from March 31, 1939. The province of Manitoba will accordingly continue to be reimbursed for expenditures made under the provisions of the Act and amendments thereto, up to the amount to its credit, provided that the amount is earned prior to March 31, 1944.

At the beginning of the fiscal year 1938-39 there was available to the province of Manitoba the sum of \$302,339.23, of which the province earned and received \$27,116.10 during the year, leaving an unearned balance of \$275,223.13. The extent of the work in Manitoba and the trends of development during the period under review are indicated below.

MANITOBA

A greater public interest in technical education in Manitoba was revealed during the past year in the increased demand for such instruction, not only for young people in school but also for out-of-school unemployed youth. In order to meet this demand it was found necessary to reorganize the work of the Technical Education Branch of the Department of Education. The tentative list of activities to be administered by the branch includes the following: vocational education; general shop courses; home-making courses; vocational guidance; correspondence courses; instruction in arts and crafts; regulation of private trades schools; teacher training; and instruction in industrial arts. In recent months greatest emphasis has been placed upon general shop courses, home-making courses and vocational guidance.

The general shop courses are providing a wide training in industrial arts in both urban and rural districts. Instruction is given at present in shop sketching, mechanical drawing, pattern making, moulding, lathe work, forging, woodwork, radio and electricity, drill press, bookbinding, cold metal work and

wood turning. Library facilities are provided in connection with these courses. While many centres are now operating, it is expected that the number will be almost doubled during the coming year, chiefly through increasing activity in rural districts of the province.

Home-making courses are being organized along lines which will reflect the conditions of an ideal home for the average citizen. Instruction is given in sewing, cooking, house furnishing, textiles, buying, budgeting, family relationships and personality development, not as separate lessons to be learned but rather as units of the whole occupation of home-making.

Administrators of youth training projects during the past two years discovered that unemployed young men and women had very little, if any, knowledge of the educational and other requirements for entrance to the ever-increasing number of modern occupations. With a view to making such information available the Minister of Education authorized the organization of a vocational guidance bureau. Young people of the province were invited to correspond with or to visit the department in order to obtain occupational information and guidance. Over 600 young persons have received helpful information, advice and direction either by correspondence or by personal interview. Guidance has also been given to applicants for correspondence courses. Mimeographed guidance leaflets have been prepared and distributed free upon request to teachers and pupils in the province. The series of leaflets comprises: "The Auto Mechanic and His Work" (15 pp.); "The Aviation Mechanic and the Air Engineer" (10 pp.); "Beauty Culture" (11 pp.); "Careers through Home Economics" (12 pp.); "Librarianship as a Career" (17 pp.); "Nursing, a Profession for Girls" (8 pp.); and "The Radio Serviceman and His Work" (13 pp.). A survey of the major activities of the Vocational Guidance Service Bureau shows that between May 15, 1938, and May 31, 1939, the total number of letters answered was 609, the number of occupations discussed was 71 and the number of guidance leaflets and career pamphlets distributed was 211. A record has not been kept of the many personal calls at the office. Details of the correspondence conducted, classified according to subject matter, are as follows:—

Accounting.. . . .	20	Law.. . . .	7
Advertising.. . . .	4	Librarian.. . . .	6
Agriculture.. . . .	9	Library List.. . . .	11
Air Conditioning.. . . .	1	Machinist.. . . .	1
Application Forms.. . . .	1	Mechanics (all).. . . .	20
Archæology.. . . .	1	Meteorologist.. . . .	2
Art, Commercial.. . . .	6	Militia.. . . .	3
Aviation (several branches)....	86	Mine worker.. . . .	2
Ballistics.. . . .	1	Mineralogy.. . . .	2
Banking.. . . .	3	Ministry.. . . .	1
Barber.. . . .	1	Missionary.. . . .	1
Beauty Culture.. . . .	20	Music.. . . .	4
Bookkeeping.. . . .	18	Nursing.. . . .	59
Carpentry.. . . .	2	Occupational Therapy.. . . .	1
Cartoonist.. . . .	1	Optician.. . . .	3
Chef.. . . .	1	Optometrist.. . . .	3
Civil Service.. . . .	16	Patents.. . . .	1
Clerking.. . . .	9	Photography.. . . .	4
Dental Mechanic.. . . .	1	Plumbing.. . . .	2
Dentistry.. . . .	7	Police.. . . .	14
Detective.. . . .	1	Programs.. . . .	11
Diesel Service.. . . .	8	Radio Operator and Service..	26
Doctor.. . . .	6	Railroading.. . . .	4
Domestic Service.. . . .	1	R.C.A.F., R.A.F.. . . .	9
Dressmaking.. . . .	26	Salesmanship.. . . .	5
Druggist.. . . .	7	Science.. . . .	2
Electrician.. . . .	10	Social Service.. . . .	1
Elocution.. . . .	1	Stenography.. . . .	24
Engineering (all).. . . .	31	Teaching.. . . .	7
Forestry.. . . .	5	Telephone.. . . .	4
General Information.. . . .	41	Tests.. . . .	1
Home Economics.. . . .	8	Veterinary.. . . .	3
Hotel Training.. . . .	1	Welding.. . . .	2
Interior Decorating.. . . .	1	X-ray Technician.. . . .	1
Journalism.. . . .	7		
		Total.. . . .	609

Guidance leaflets and career pamphlets were distributed in answer to requests for use in libraries, as follows:—

Accounting.....	2	Interior Decoration.....	1
Agriculture.....	2	Librarianship.....	36
Air Conditioning.....	1	Library List.....	3
Auto Mechanic.....	37	Nursing.....	39
Aviation Mechanic.....	41	Projects.....	1
Beauty Culture.....	20	Radio.....	2
Bookkeeping.....	3	Stenography.....	6
Chef.....	1	Welding.....	1
Diesel Maintenance.....	1	Career Pamphlet.....	8
Dressmaking.....	1	“ “ (sold).....	5
		Total.....	211

EVENING CLASSES HELD IN WINNIPEG

It will be observed that the attendance at evening classes in Winnipeg during 1938-39, as shown below, was greatly reduced in comparison with that reported last year. In 1937-38 youth training classes were conducted under the auspices of the Winnipeg School Board, but this year a full-time Youth Training School was organized to meet the vocational needs of unemployed youth. This school, operating under the administration of the provincial Department of Public Works and Labour, has proved a boon to large numbers of unemployed young people. The figures given in the table below are for the period of October 1, 1938, to March 16, 1939.

Name of Course	Number of Teachers	Number of Students	Total Student Hours
Air Conditioning.....	1	20	840
Architectural Drawing.....	2	31	1,206
Armature Winding.....	1	24	728
Auto Mechanics.....	1	27	1,244
Carpentry and Cabinet Making.....	2	116	3,418
Clothing.....	4	49	1,090
Commercial.....	6	142	5,826
Commercial Art.....	1	14	428
Cooking and Foods.....	2	28	802
Diesel Engines.....	1	32	978
Electricity.....	2	62	1,450
English for Non-English.....	7	160	8,948
Gas and Arc Welding.....	3	58	2,162
Lip Reading.....	1	7	84
Machine Drawing.....	1	36	1,556
Machine Shop.....	3	82	3,640
Printing.....	1	13	592
Radio.....	1	17	868
Woodturning and Pattern Making.....	1	12	560
Totals.....	41	930	36,420

DAY SCHOOL CLASSES HELD IN WINNIPEG

The following table gives a summary of the number of teachers and the attendance at day school classes in Winnipeg.

Grade	Subject of Course	Teachers					Pupils				
		Part-time		Full-time			Enrolment			Average Attendance	
		Male	Female	Male	Female	Total	Male	Female	Total	Male	Female
X	Daniel McIntyre										
XI	Commercial.....	5	5	5	1	16	154	210	364	134.75	194.86
	".....						167	119	286	148.00	103.78
X	Gordon Bell										
XI	Commercial.....	4	4		2	10	68	74	142	63.4	70.9
	".....						77	109	186	74.0	99.2
X	Isaac Newton										
XI	Commercial.....	4	3		3	10	126	110	236	116.73	105.65
	".....						50	64	114	46.81	60.11
X	Kelvin										
XI	Commercial.....	4	2	1	1	8	48	63	111	45.0	57.8
	".....						39	40	79	37.0	37.9
X	Vocational.....	6	4		1	11	61	20	81	51.7	18.4
XI	".....						47	17	64	45.1	15.9
Ind.	".....	3				3	21		21	19.3	
X	St. John's										
XI	Commercial.....	4	5	2	5	16	112	134	246	102.27	121.79
	".....						107	203	310	94.17	184.80
X	Vocational.....	4	3			7	67	25	92	57.90	21.42
XI	".....						61	14	75	54.55	12.31
Ind.	".....	3				3	24		24	21.0	
X	Lord Selkirk										
	Commercial.....	1	2		1	4	50	48	98	44.75	44.56
	Totals.....	38	28	8	14	88	1,279	1,250	2,529		

Comparisons of enrolment at the day high schools in Winnipeg from September 1, 1938, to June 30, 1939, are given below.

	Academic	Com- mercial	Industrial
Daniel McIntyre.....	535	650	0
Gordon Bell.....	441	328	0
Isaac Newton.....	314	350	0
Lord Selkirk.....	57	98	0
Kelvin.....	681	190	166
St. John's.....	468	556	191
Totals.....	2,496	2,172	357

WINNIPEG SCHOOL OF ART

The total enrolment in all classes of the Winnipeg School of Art during 1938-39 was 265. Seven teachers were employed, 2 on full time, 4 on part time and 1 for special classes.

There were 21 male and 55 female students, a total of 76, enrolled in day classes. Studies of the first year class, which numbered 34, included still life, antique, design, lettering, composition and life. The second year class, numbering 29, and the third year class, numbering 13, were given instruction in life, design, figure composition and illustration. Students attended classes 5 days weekly, 5 hours per day, for a total of 825 hours during the session.

Enrolment in evening classes was 73, consisting of 36 male and 37 female students. The antique class, 45 in number, studied drawing and still life paint-

ing, while the 28 members of the life class were instructed in drawing, painting and composition. Students attended classes 3 evenings weekly, $2\frac{1}{4}$ hours per evening, for a total of 120 hours during the session.

There were 49 students, 15 male and 34 female, enrolled in Saturday morning classes. Junior students attended these classes for $2\frac{1}{2}$ hours each Saturday morning, a total of 82 hours during the session.

Special classes were conducted in water colour painting and lino-cutting. Enrolment in the former was 28, consisting of 8 male and 20 female students, who attended for 6 weeks, 4 evenings weekly, a total of 48 hours. The lino-cutting class had an enrolment of 39 students, 10 male and 29 female, who attended for 6 weeks, 2 evenings weekly, a total of 24 hours.

A series of eight lectures, illustrated by coloured projection slides, on "The Appreciation of Pictures" was given during the winter with an average attendance of about 130. This was a community service of an educational nature and the lectures were most enthusiastically received.

CORRESPONDENCE COURSES

The following table shows the enrolment in the various correspondence courses from May 1, 1938, to April 30, 1939.

<i>Adult Courses</i>		<i>High School Leaving Courses</i>	
Accounting.. . . .	1	Aeronautics.. . . .	1
Architectural Drafting.. . . .	1	Air Conditioning.. . . .	2
Candy Making for Profit.. . . .	1	Auto Operation & Repair....	10
Commercial Aeronautics.. . . .	1	Automotive Essentials.. . . .	13
Commercial Art.. . . .	2	Bookkeeping.. . . .	33
Commercial Photography.. . . .	4	Carpentry.. . . .	1
Contracting & Building.. . . .	1	Commercial Art.. . . .	17
Diesel Electric.. . . .	1	Cooking.. . . .	3
Electrical Engineering.. . . .	2	Diesel Engines.. . . .	42
Electrical Refrigeration.. . . .	3	Dressmaking.. . . .	8
Hotel Training.. . . .	1	Mechanical Drawing & Blue	
Interior Decorating.. . . .	1	Print Reading.. . . .	1
Journalism.. . . .	2	Practical Electricity.. . . .	18
Mechanical Drafting.. . . .	2	Radio.. . . .	7
Mechanical Engineering.. . . .	2	Shorthand.. . . .	45
Metallurgy.. . . .	2	Typewriting.. . . .	35
Milling.. . . .	8		
Printing.. . . .	8	Total.. . . .	236
Radio.. . . .	21		
Salesmanship.. . . .	1		
Secretarial.. . . .	1		
Steam Engineering.. . . .	52		
Total.. . . .	118		

VIII. COMBINES INVESTIGATION ACT

The Combines Investigation Act, chapter 26, R.S.C., 1927, which was enacted in 1923 and amended in 1935 and 1937, provides for the investigation of trade combinations, monopolies, trusts and mergers alleged to have operated to the detriment of the public through fixing common prices, enhancing prices, limiting competition or otherwise restraining trade. A review of the principal investigations undertaken or completed during the year follows.

TOBACCO INVESTIGATION

An investigation into an alleged combine in the distribution of tobacco products in the province of Alberta and elsewhere in Canada, to which reference was made in the annual report for the year ended March 31, 1938, was instituted as the result of an application made in February, 1938. In the application and accompanying statutory declaration it was alleged that a trade combination including the Imperial Tobacco Company of Canada, Limited, Imperial Tobacco Sales Company of Canada, Limited, and wholesale distributors of tobacco products in Northern Alberta operated to the detriment of the public in substantially controlling and in preventing or lessening competition in the supply and distribution of tobacco products. Activities of the alleged combine in Northern Alberta were declared to have been carried on by methods including operations of an association of wholesale tobacco distributors known as the Northern Alberta Tobacco and Confectionery Jobbers' Association. Dealers selling tobacco products at less than fixed prices were alleged to be prevented from securing supplies of these goods from members of this association or from distributors in other areas in Canada. Distributors buying direct from the manufacturer also were reported to be arbitrarily restricted in number and in methods of operation by a combination or combinations of distributors and manufacturers. The result in summary was alleged to be a substantial degree of control of the tobacco trade by the Imperial Tobacco Company of Canada, to the detriment of the public.

The hearings in the inquiry were commenced in March, 1938. Evidence was heard at the cities of Edmonton, Vancouver and Ottawa. The report was made to the Minister of Labour on August 31, 1938, and was subsequently published. It stated that a combine operating to the detriment of the public existed in the distribution of tobacco products, and that the Imperial Tobacco Company of Canada, Limited, and the Imperial Tobacco Sales Company of Canada, Limited, and the Northern Alberta Tobacco and Confectionery Jobbers' Association had been parties to the formation and operation of this combine. The investigation disclosed that the manufacturers and wholesale distributors of tobacco products were parties to agreements providing for the maintenance of common wholesale prices of tobacco products, for joint refusal to sell to retailers who might sell below retail prices as fixed by tobacco manufacturers, for limitation of the numbers of firms permitted to buy from the manufacturers and for other related restrictions, having the effect of preventing competition and fixing prices to the detriment of the public in connection with tobacco distribution. The maintenance of the agreements of tobacco jobbers was found to be supported by price agreements which the Imperial Tobacco Company, through its sales organization, required to be signed by each wholesaler or retailer to whom it sold. These agreements were reported to have the effect of substantially eliminating price competition in the wholesale and retail

distribution of tobacco products throughout Canada, since the Imperial Tobacco Company had similar agreements in force not only in Alberta but throughout the Dominion. Referring to the dominant position of this company the report stated that "By these and related methods which have been set out in this report the degree of monopoly control attaching to the manufacture and sale by one company and its subsidiaries of approximately three-quarters of the country's supply of tobacco products has been enhanced to a point which has permitted high prices and the exaction of large profits at the expense of the public."

The conclusion reached was that the suppression of competition which had been effected in the tobacco industry was distinctly against the public interest. The report and evidence were remitted accordingly to the Attorney General of Alberta, who authorized institution of proceedings against a number of tobacco manufacturers and wholesalers believed after further inquiry to be members of the alleged combine. Informations laid in November, 1938, included five charges under section 498 of the Criminal Code against each of forty-four companies and persons connected with the supplying and distribution of tobacco products in the province of Alberta.

The charges under section 498 alleged the existence of combinations and agreements with relation to tobacco products, including cigarettes, tobacco, cigarette papers, snuff and cigars, (1) to unduly limit facilities for manufacturing, supplying, storing or dealing, (2) to restrain or injure trade or commerce, (3) to unduly prevent, limit or lessen manufacture or production, (4) to unreasonably enhance prices and (5) to unduly prevent or lessen competition. Two other charges against the accused were later withdrawn. Written agreements and other documents were secured by the Crown under search warrants in November, December and January at the cities of Quebec, Montreal, Toronto, Winnipeg, Saskatoon, Edmonton, Calgary and Vancouver. Over fifty persons residing at points throughout Canada from Saint John, N.B., to Vancouver, B.C., were served with subpoenas to appear as witnesses at the preliminary inquiry, which opened before Magistrate A. I. Millar at Edmonton on March 20, 1939. A. L. Smith, K.C., of Calgary, H. J. Wilson, K.C., Assistant Deputy Attorney General of Alberta, and N. J. McNeill, of Calgary, represented the Crown. Counsel appearing for the accused included L. A. Forsyth, K.C., and C. Sinclair, K.C., of Montreal; H. G. Nolan, K.C., of Calgary; H. H. Parlee, K.C., S. B. Smith, N. D. Maclean, K.C., S. A. Dixon, K.C., G. H. Steer, K.C., and L. Y. Cairns, K.C., of Edmonton; and J. A. MacAulay, K.C., and W. P. Fillmore, K.C., of Winnipeg. The persons charged with offences under section 498 of the Criminal Code included fifteen tobacco manufacturing companies and subsidiaries, with head offices at Montreal, Quebec, Toronto and Hamilton, nine of which were owned or controlled by the Imperial Tobacco Company of Canada, Limited; twenty wholesale distributors of tobacco products, with head offices at Winnipeg, Vancouver and at Calgary, Edmonton and other points in Alberta, and nine persons operating unincorporated wholesale tobacco businesses in Alberta. The presentation of the case before the magistrate was in progress at the end of the fiscal year.

Subsequent to the announcement that prosecution of the alleged combine of tobacco manufacturers and wholesalers was being instituted, the Imperial Tobacco Company of Canada, Limited, and the Imperial Tobacco Sales Company of Canada, Limited, made application by way of *certiorari*, in the Supreme Court of Ontario, for an order to be directed to the Commissioner of the Combines Investigation Act, to remove into court all records, proceedings, papers and the report of the commissioner, dated August 31, 1938, relating to the tobacco investigation, and to quash the report. The grounds alleged by the companies in seeking the court order included claims that the commissioner had acted without jurisdiction or in excess of jurisdiction. In a written judgment delivered on March 14, 1939, Mr. Justice Hogg dismissed the application and

held the commissioner had acted fairly and impartially, that the investigation was an administrative and not a judicial proceeding, and that the investigation and report had been made in conformity with the requirements of the Act.

PAPERBOARD SHIPPING CONTAINER INVESTIGATION

An investigation was completed during the year into the operations of alleged combines in the manufacture and sale of paperboard shipping containers and related products. Hearings of evidence in this inquiry were held at the cities of Toronto and Montreal, commencing in May and concluding in July, 1938. Argument by counsel was heard at Ottawa in January, 1939. The published report of the commissioner was made on March 14, 1939.

The investigation was directed primarily to examination of the agreements and operations of a trade combination of manufacturers of paperboard shipping containers, the most important single type of shipping container now in use in Canada. It was found that at the time of the inquiry all principal manufacturers of corrugated and solid fibreboard boxes were members of a trade organization known as Container Materials, Limited, or were associated with this combination under arrangements to fix prices and restrict conditions of sale. Four manufacturers of the large part of the paperboards used in the manufacture of corrugated boxes were found to be members of a trade combination known as the Shipping Case Material Manufacturers Association, which operated to regulate prices, quality and conditions of sale of paperboard used for shipping containers. Both organizations had their headquarters in Toronto and operated under the secretarial management of the firm of Messrs. Hardy and Badden, of Toronto.

The methods employed by the combination of box manufacturers to eliminate price competition commenced with a series of written agreements binding the members to adherence to the prices fixed. An elaborate system of control was developed to prevent any possible deviation from the agreements. Amounts ranging from \$500 to \$10,000 were deposited as guarantees that prices would be maintained and other regulations observed. Through additional levies these deposits increased to a quarter of a million dollars. Salesmen and sales managers were required to file affidavits each month to the effect that they had made no discount or other inducement to any customer, and fines were imposed when infractions were discovered. The giving of any advantage to a customer by means of improved quality or service at the agreed price was checked by a fixing of the qualities of materials used and restrictions on the services that might be rendered. Enforcement of these regulations involved a system of regular examination of the records and transactions of the members of the combination by auditors for the management of the associations.

A system of zone prices was found to have been put into force by Container Materials, Limited, with one price schedule set for Ontario, Quebec and the Maritime Provinces, another for the Prairie Provinces and another for British Columbia. Manufacturers in the combination were precluded from offering any prices or terms other than those provided in the schedules, under penalty of fines for price or other concessions. A sales allotment or quota scheme was operated for quota members of Container Materials, Limited, whose production formed about eighty per cent of the total of the industry. Cash distributions from this pool were made to members not reaching allotted percentages of total business and cash payments were required from quota members exceeding their allotments. In the period from 1931 to 1937, through this scheme for assisting in the suppression of normal competition in the industry, approximately \$500,000 was paid into this pool and distributed among quota members of the combination.

Where new competition developed, financial or other inducements were shown to have been offered the new companies to lead them to conform to the price agreement. The fibreboard box equipment of Building Products, Limited, at Portneuf, P.Q., was purchased by the combination for about \$86,000, and was sold at auction to its members. In another instance the O. and S. Corrugated Products Company, of Toronto, was induced to agree to maintain the fixed prices by a guarantee that it would be compensated if it failed to secure a certain volume of sales. In the 25-months period ending April 30, 1938, the compensation received by this new firm amounted to approximately \$70,000 or more than eighty per cent of the value of its sales in the same period.

The combination of the manufacturers of paperboard, Shipping Case Material Manufacturers Association, was found to have the same objective as that of the manufacturers of corrugated boxes, namely, the elimination of price competition. No quota system was adopted and the association was not an incorporated body. In all other important respects the measures of price control adopted by the two organizations were of the same general character.

In the report of the investigation both associations were stated to have operated to the detriment and against the interest of the public as combines within the meaning of the Combines Investigation Act. Parties to the alleged combine of corrugated box manufacturers were found to be:—

Shipping Containers, Limited, Montreal, P.Q.;
 Standard Paper Box, Limited, Montreal, P.Q.;
 Martin-Hewitt Containers, Limited, Peterborough, Ont.;
 Canadian Wirebound Boxes, Limited, Toronto, Ont.;
 The Corrugated Paper Box Company, Limited, Toronto, Ont.;
 Gair Company, Canada, Limited, Toronto, Ont.;
 Hinde and Dauch Paper Company of Canada, Limited, Toronto, Ont.;
 Hygrade Corrugated Products, Limited, London, Ont.;
 Hilton Brothers, Limited, Winnipeg, Man.;
 Martin Paper Products, Limited, Winnipeg, Man.;
 Canadian Boxes, Limited, Vancouver, B.C.;
 Maritime Paper Products, Limited, Halifax, N.S.;
 Wilson Boxes, Limited, Fairville, N.B.;
 Dominion Corrugated Paper Company, Limited, Toronto, Ont.;
 O. and S. Corrugated Products Company, Toronto, Ont.;
 G. W. Hendershot Corrugated Paper Company, Limited, Hamilton, Ont.;
 Kraft Containers, Limited, Hamilton, Ont.;
 Superior Box Company, Limited, Kitchener, Ont.;
 Container Materials, Limited, Toronto, Ont.; and
 H. J. Badden, President and Secretary-treasurer of Container Materials, Limited, Toronto, Ont.

Parties to the alleged combine of manufacturers of paperboard were:—

Bathurst Power and Paper Company, Limited, Montreal, P.Q.;
 Brompton Pulp and Paper Company, Limited, Montreal, P.Q.;
 Gair Company, Canada, Limited, Toronto, Ont.;
 Hinde and Dauch Paper Company of Canada, Limited, Toronto, Ont.; and
 Messrs. Hardy and Badden, Secretary-treasurer of Shipping Case Material Manufacturers Association, Toronto, Ont.

At the end of the fiscal year the case was submitted to the attorneys general of the provinces directly concerned.

INVESTIGATION INTO THE DISTRIBUTION OF FRUITS AND VEGETABLES IN WESTERN CANADA

Application was made in October, 1938, under the provisions of the Combines Investigation Act for an inquiry into an alleged combine in the distribution of fruits and vegetables in Western Canada. The applicants alleged that certain fruit jobbing houses, brokers and shippers in Western Canada were parties to a combine which operated detrimentally to the interests of the public through reducing prices paid to producers, increasing prices to consumers and restraining or injuring trade and commerce in relation to the supply of fruits

and vegetables. It was also alleged that one large wholesale concern controlled and operated a merger of jobbing houses, shipping houses and brokerage houses in Western Canada in contravention of the Combines Investigation Act.

This investigation was commenced in November, 1938, when hearings were held by the commissioner at points in the Okanagan Valley in British Columbia. Further hearings were held early in 1939 in British Columbia and at a number of centres of wholesale distribution in Manitoba, Saskatchewan and Alberta. The investigation was not concluded at the end of the fiscal year.

OTHER INQUIRIES

A number of other inquiries were instituted during the year in dealing with complaints alleging the existence of injurious trade restraints. As in previous years, the most numerous complaints were those involving the refusal of manufacturers to sell to particular dealers. Each complaint has been carefully investigated with regard to the circumstances disclosed. Adjustments have followed in various cases, and where necessary it has been pointed out to complainants that the provisions of the Combines Investigation Act apply only when the public interest has been or is likely to be detrimentally affected as the result of the existence of a combination or monopoly. An application was received during the year for an investigation into the production and distribution of one class of electrical goods. As this matter was at the time the subject of a Dominion Government investigation it was decided that a substantial degree of duplication of this investigation would not be in the public interest. An application was made for an investigation into the operations of a group of companies engaged in the production of one type of wine. It was alleged by the applicants that a combine existed which operated to increase prices to consumers and to limit the number of distributors. As it was found on inquiry that the retail distribution of the product was under the control of provincial liquor boards, that prices had not been enhanced and that various substitutes were available for the product in question, it was held that no combination to the detriment of the public existed in the operations of which complaint had been made.

Other inquiries were in progress at the end of the fiscal year. An increased active interest on the part of the public in the provisions of the Combines Investigation Act in relation to the trade practices of individual firms and of trade organizations has been noted during the year. This has been shown by the formal applications for investigation which have been received and dealt with during the year as well as by the volume and nature of inquiries and requests for information. In the latter group may be noted the requests for conferences which have been held with representatives of trade associations and others to discuss various proposed or existing measures of trade regulation by these groups. It is considered that the developments herein mentioned indicate a growing appreciation of the necessity of recognizing that the public interest must be appropriately safeguarded in the trade activities of commercial and industrial associations and combinations.

IX. RELIEF LEGISLATION

The reports of the Department of Labour for the fiscal years ending, respectively, March 31, 1931, March 31, 1932, March 31, 1933, March 31, 1934, March 31, 1935, March 31, 1936, March 31, 1937, and March 31, 1938, outline the activities of the department in connection with the administration of The Unemployment Relief Act, 1930, The Unemployment and Farm Relief Act, 1931, and The Unemployment and Farm Relief Continuance Act, 1932, The Relief Act, 1932, The Relief Act, 1933, The Relief Act, 1934, The Relief Act, 1935, The Unemployment Relief and Assistance Act, 1936, and The Unemployment and Agricultural Assistance Act, 1937. Additional information concerning the administration of these statutes is contained in the reports of the Dominion Commissioner of Unemployment Relief under the aforementioned Acts.

Appearing at the end of this chapter is a recapitulation showing Dominion disbursements under the relief legislation above referred to as at March 31, 1939.

THE UNEMPLOYMENT AND AGRICULTURAL ASSISTANCE ACT, 1938

At the third session of the eighteenth Parliament legislation was enacted cited as The Unemployment and Agricultural Assistance Act, 1938. This statute provided that the Governor in Council might authorize the execution of undertakings determined to be in the general interest of Canada. The statute further provided that agreements might be entered into by the Governor in Council with any of the provinces respecting the alleviation of unemployment conditions and of agricultural distress therein and to assist those in need, and for the granting of financial assistance to any province by way of loan, advance or guarantee for the purpose of assisting the province to pay its share of the expenditures for such purposes. It was provided in the legislation that the Act be administered by the Minister of Labour.

GRANTS FOR MATERIAL AID

Under the provisions of The Unemployment and Agricultural Assistance Act, 1938, the Dominion continued to assist the provinces in discharging their responsibilities in connection with the granting of material aid to necessitous persons. Agreements were entered into with all the provinces except New Brunswick providing that the Dominion would contribute as grants-in-aid the percentages set forth below of the material aid expenditures of the provinces (including their municipalities) for the fiscal year ending March 31, 1939, or the maximum amounts indicated, whichever might be the lesser:—

Prince Edward Island	30% or \$ 48,000
Nova Scotia	30% or 210,000
Quebec	30% or 4,800,000
Ontario	30% or 5,580,000
Manitoba	35% or 1,980,000
Saskatchewan	35% or 2,430,000
Alberta	35% or 1,500,000
British Columbia	30% or 1,380,000

At the request of the province of New Brunswick, in lieu of a grant-in-aid for material aid purposes, a special grant-in-aid agreement was entered into with that province providing for a Dominion contribution of \$225,000 towards expenditures incurred by the province during the fiscal year ending March 31, 1939, in carrying on or assisting in carrying on certain projects and works or 50% of said expenditures, whichever might be the lesser.

The term "material aid" was defined by the agreements as meaning either food, fuel, clothing and shelter (or any of them) supplied to individuals in necessitous circumstances or, subject to the approval of the Minister of Labour, the costs of carrying on works or training projects specifically designated by the provinces as projects intended to provide said individuals when employed thereon the equivalent of food, fuel, clothing and shelter, which otherwise would have to be supplied to those individuals.

The agreements required the provinces and municipalities to follow certain defined lines of identification and segregation of material aid recipients and their dependents in order to distinguish more accurately between employables and unemployables for the purpose of furnishing definite information to the Dominion, such being necessary to ensure the reliability of the National Registration.

Under the terms of the agreements the provinces were required to maintain such residence regulations that no person would become ineligible to receive material aid by reason of having lost residence in a municipality or jurisdiction within the province before having established residence in another and to require from all applicants for material aid resident in a district in which there is an office or representative of the Employment Service of Canada (other than resident farm operators and those engaged in farm work) proof of application by them to said Service for work and of determination by said Service of their employability.

It was further provided that the maximum value of material aid contributable to by the Dominion given to any head of family or other individual, of itself or together with any additional allowances for material aid made by the province or any of its municipalities, should be less than the normal earnings of an unskilled labourer in the district wherein the recipient resided, as averaged over the year preceding the granting of said aid. It was provided that in determining said maximum account might be taken of average loss of time, and in respect to heads of families that adjustment might be made for normal earnings of dependents of employable age and of proved employability.

To remove from the minds of recipients of material aid the fear that in accepting such work as was available they might sacrifice the possibility of receiving material aid in the future when further need arose, and to ensure that seasonal workers would make out of their earnings reasonable provision for seasonal unemployment, the agreements provided that the provinces would require such cities and towns as might be designated by the provinces to provide each person in those jurisdictions ceasing to receive material aid during the term of the agreement by reason of entering gainful occupation a statement of the rate of material aid granted prior to said cessation and a reasonable budget of expenditures for the individual or family while the breadwinner was in gainful occupation. The provinces further agreed in this respect to require each applicant for further aid to obtain a properly certified statement of earnings to be filled in and signed by employers of the applicant prior to his or her readmission to material aid benefits.

Provision was also made in the agreements that no person other than a resident of Canada should be eligible for material aid and that no person should, in relation to his or her eligibility for said aid, be discriminated against nor favoured by reason of his or her race, religious views or political affiliations.

As a result of representations by the Government of the province of Prince Edward Island to the effect that there were approximately 500 fishermen with dependents in necessitous circumstances owing to adverse conditions existing in the fishing industry, a special agreement was entered into with that province whereby the Dominion agreed to pay to the province 50% of the expenditures incurred by the province for material aid supplied to necessitous fishermen and their dependents during the period December 1, 1938, to March 31, 1939, it being provided that the Dominion's contribution should not exceed \$30,000.

The amounts paid to each of the provinces under the above-mentioned agreements at the date of this report, namely, March 31, 1939, are shown in table No. 3, while the numbers assisted month by month are shown in table No. 8.

YOUTH TRAINING

The Youth Training Program was carried on in co-operation with the provincial Governments under agreements, which provided contributions to approved expenditures on a 50-50 basis, each province bearing its administration costs.

Those eligible to participate were young people, male or female, between 16 and 30 years of age, not gainfully employed and certified as being in necessitous circumstances, including deserving transients. Trainees were selected by each province subject to approval of a representative of the Dominion Department of Labour. The agreements provided that selection of trainees be made without discrimination or favour in relation to racial origin, religious views or political affiliations.

The agreements provided for the payment to trainees, where necessary, of travelling expenses and living allowances and also for the appointment of special instructors, project supervisors, vocational guidance officers and placement officers. Over twenty-five placement officers, whose responsibility it was to locate suitable employment for trainees, were appointed, such appointments being made in all the provinces except Prince Edward Island and British Columbia. Instructors of classes and project supervisors also devoted a certain amount of time to placement work. Wherever placements were made the employer agreed that none of his existing staff would be displaced and that he would employ and train the young person in the occupation stated and retain him or her services, if satisfactory, as long as work was available.

The agreements provided that each province submit projects to meet the situation in each provincial area and, after approval by the Dominion Department of Labour, necessary regulations were drawn up for each type of project and were added as schedules to the agreements.

Agreements were signed by the provinces on the following dates:—

Prince Edward Island	July 26, 1938
Nova Scotia	July 21, 1938
New Brunswick	August 2, 1938
Quebec	July 22, 1938
Ontario	July 20, 1938
Manitoba	July 25, 1938
Saskatchewan	July 21, 1938
Alberta	July 22, 1938
British Columbia	August 6, 1938

The agreements, apart from the schedules, were practically identical in all provinces.

Amounts allotted to the provinces were as follows:—

Prince Edward Island	\$ 20,000 00
Nova Scotia	90,000 00
New Brunswick	76,500 00
Quebec	325,000 00
Ontario	350,000 00
Manitoba	150,000 00
Saskatchewan	120,000 00
Alberta	120,000 00
British Columbia	155,000 00

The projects undertaken comprised four main types:—

1. Work training projects related to forestry and mining, designed to conserve and develop natural resources and afford work and training to young men;

2. Occupational training, designed to fit young men and young women for specific occupations of a skilled or semi-skilled nature;
3. Courses for rural young men and women to provide the necessary theoretical and practical knowledge which would enable them to obtain a better economic return from their home farm and to improve the comfort of rural home life; and
4. Physical recreation and health projects, designed to maintain the morale and increase the physical fitness of young people.

The last two types of projects were not designed to place young people in wage-earning employment, and it will be seen from section "G" of table No. 1 that the number enrolled in these courses comprised over seventy per cent of the total number in receipt of training during 1938-39.

The following classes of courses were held in the various provinces:—

PRINCE EDWARD ISLAND—

For women—

Catering for tourists, handicrafts, homecraft and home nursing.

For men—

General agriculture, farm mechanics, egg and poultry grading, rural community leadership, carpentry, fisheries, woodlot cultivation.

NOVA SCOTIA—

For women—

Home service training schools, rural homecraft and handicrafts.

For men—

Mine training, auxiliary industrial apprenticeship, farm mechanics, poultry and egg grading, pruning and grafting, bee-keeping, fur farming, general agricultural short courses.

NEW BRUNSWICK—

For women—

Home service training schools, rural handicrafts and homecraft.

For men—

Forestry, prospecting, surveying, general agriculture, farm mechanics, radio servicing, wireless telegraphy operating, house wiring, motor mechanics, carpentry, building construction, salesmanship, community leadership.

QUEBEC—

For women—

Rural homecraft and handicrafts, hotel assistants.

For men—

Mining, forestry, general agriculture (parish courses), rural co-operatives and credit unions, ski instructors.

ONTARIO—

For women—

Home service training schools, waitresses, art textile design, industrial learnership.

For men—

Mining, tobacco curing, farm apprentices, male nurses, parks and gardening, wireless telegraphy operating, machine shop, welding, carpentry, industrial apprentices and learners.

MANITOBA—

For women—

Home service training schools, specialized services, rural homecraft, home nursing, dressmaking, commercial refresher, commercial art, retail selling.

For men—

Forestry, industrial learners, agricultural courses, motor mechanics, welding, auto body work, machine shop, radio and electricity, carpentry, mechanical drafting, sheet metal work, diesel engineering, printing, aircraft ground work, commercial refresher, first aid.

SASKATCHEWAN—

For women—

Home service training schools, rural homecraft and handicrafts, agricultural subjects, dressmaking, commercial refresher, interior decorating, home nursing, cooking.

For men—

University agricultural courses, agricultural short courses, carpentry, motor mechanics, radio servicing, machine shop, welding, house wiring, diesel engineering, aviation, commercial refresher, first aid.

ALBERTA—

- For women—
Home service training schools, agricultural short courses (homecraft and handicrafts), industrial learnership, physical recreation, occupational centres.
- For men—
Forestry, farm apprentices, industrial apprentices and learners, physical recreation, first aid, occupational centres.

BRITISH COLUMBIA—

- For women—
Home service training schools, dressmaking, power sewing machine operation, waitresses, retail selling, commercial refresher, rural short courses, physical recreation.
- For men—
Forestry, mining, woodworking, building construction, motor mechanics, radio servicing, diesel engineering, plastering, painting and decorating, first aid, physical recreation.

The Dominion's commitments and disbursements in regard to youth training are shown in table No. 3, while table No 1 is a statistical summary of the Youth Training Program from its commencement in 1937 to March 31, 1939.

TABLE No. 1—DOMINION-PROVINCIAL YOUTH TRAINING—STATISTICAL SUMMARY FROM COMMENCEMENT IN 1937 TO MARCH 31, 1939

	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Dominion Total
NUMBERS GIVEN TRAINING										
Given training, 1937-38.....	457	300	770	13,542	1,586	3,893	5,471	2,589	3,693	32,301
Male.....	460	132	361	6,853	1,330	3,255	3,468	1,568	3,729	23,156
Female.....	917	432	1,131	20,395	2,916	7,148	8,939	4,157	9,422	55,457
Total.....										
Given training, 1938-39.....	436	1,063	1,518	14,070	1,035	2,190	6,699	5,185	5,948	38,141
(excluding those continuing from 1937-38)	153	213	1,104	2,432	820	3,013	3,149	5,397	8,043	24,314
Male.....	589	1,276	2,622	16,492	1,855	5,203	9,848	10,582	13,991	62,455
Female.....	893	1,363	2,288	27,612	2,621	6,083	12,170	7,771	9,641	70,442
Total number given training to Mar. 31, 1939	613	345	1,465	9,275	2,150	6,268	6,617	6,965	13,772	47,470
Male.....	1,506	1,708	3,753	36,887	4,771	12,351	18,787	14,736	23,413	117,912
Female.....										
Total.....										
NUMBERS PLACED IN WAGE-EARNING EMPLOYMENT										
Placed in employment, 1937-38.....	104	139	25	25	869	303	99	55	470	2,064
Male.....	32	7	.....	.....	342	456	104	62	215	1,218
Female.....	136	146	146	25	1,211	759	203	117	685	3,282
Total.....										
Placed in employment, 1938-39.....	92	154	62	423	701	386	102	441	326	2,687
Male.....	1	42	41	76	653	764	105	182	190	2,000
Female.....	(1) 93	196	103	(1) 499	1,354	1,150	207	623	522	4,747
Total.....										
Total placed in employment to Mar. 31, 1939	92	258	201	448	1,570	689	201	496	796	4,751
Male.....	1	74	48	76	995	1,220	209	244	411	3,278
Female.....	93	332	249	524	2,565	1,909	410	740	1,207	8,029
Total.....										
MAN-DAYS WORKED (WORK TRAINING PROJECTS ONLY)										
Man-days worked, 1937-38.....	20,320	14,228	15,944	33,092	32,581	8,304	175,748	51,348	82,807	233,167
Man-days worked, 1938-39.....	443	35,877	16,342	24,683	10,895	29,636	480	32,004	134,155	408,915
Total man-days worked to Mar. 31, 1939.....	443	56,198	30,570	40,627	43,917	62,217	480	40,308	134,155	408,915

TABLE No. 1—DOMINION-PROVINCIAL YOUTH TRAINING—STATISTICAL SUMMARY FROM COMMENCEMENT IN 1937 TO MARCH 31, 1939

	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Dominion Total
D	DAYS CLASS INSTRUCTION GIVEN									
	12,745	4,545	17,339	314,034	48,047	35,409	60,453	74,215	41,723	608,510
	14,403	18,812	74,085	193,174	119,861	62,938	124,087	90,816	32,653	730,879
	27,238	23,357	91,423	507,208	167,908	98,307	184,540	165,031	74,376	1,339,389
E	HOURS CLASS INSTRUCTION GIVEN (applies to classes not operated whole day)									
				168,481		311,847	233,575	6,685	200,000	752,107
				168,481		317,869	384,711	219,148	853,728	1,943,937
						629,716	618,286	225,833	1,053,728	2,696,044
F	NUMBER OF CLASSES OPERATED									
	22	11	29	636	70	265	283	41	127	1,474
	18	40	90	503	26	101	298	145	169	1,390
	40	51	119	1,129	96	366	581	186	296	2,864
G	1938-39 PROGRAM ONLY Total number given training in various types of projects (including those continuing from 1937-38)									
	28	237	279	357		499		114	689	1,664
		187	1,091	798	40	2,656	2,082	1,234	1,760	635
		96	117	94	254	169	197	222	476	1,786
					777			153	183	
	279	520	1,577	1,378	2,029	3,324	2,279	1,723	2,769	15,878
	310	863	1,135	15,974		1,141	7,569	3,735	949	31,676
						827		5,256	18,175	24,253
	310	863	1,135	15,974		1,968	7,569	8,991	19,124	55,934
	589	1,383	2,712	17,352	2,029	5,292	9,848	10,714	21,893	71,812
	Grand total, all courses, April 1, 1938, to March 31, 1939.									

(A) Includes numbers trained in 1937-38 and placed in employment during 1938-39.

NOTE.—In reference to Section "B" it is observed that not all the projects undertaken have been designed to place those trained in wage-earning employment. A large proportion of the numbers shown in Section "A" were enrolled in physical training courses and in a wide variety of rural courses. In respect to the 1938-39 activities Section "G" shows separately the numbers in the various courses designed to train for wage-earning employment and those who obtained employment during or on completion of their courses and those subsequently placed by instructors or placement officers, but does not include those who subsequently on their own initiative found work. There is no authoritative information as to the numbers who have obtained employment in this latter way, but the surveys indicate that the number is considerable.

It is noted that during the fiscal year 1938-39 the total number of courses designed to train for wage-earning employment was 15,878, of whom 2,735 discontinued training before the com-

pletion of the fiscal year 1938-39 the total number of courses placed in employment 4,747, or more than 36 per cent, and 6,178 were still in training at March 31, 1939.

AID IN THE DROUGHT AREAS

As stated in last year's report, March 31, 1938, was the date of the termination of agreements under which the Dominion, through the Department of Agriculture, met the cost of material aid and feed and fodder relief in the drought areas of Saskatchewan and Alberta. With the coming of spring the need for feed and fodder relief was reduced and Dominion assistance was limited to financial guarantees, under the Seed Grain Loans Guarantee Act, in connection with feed required for seeding operations and to the use of excess feed supplies purchased under the agreements which had terminated. Material aid, however, was still urgently required and the agreements relating to it were therefore renewed for the period April to June, and later were extended to the end of August. The amounts expended under the agreements for the five months' period were: Saskatchewan, \$3,391,765.22; Alberta, \$299,077.02. Adverse crop conditions were again widespread in Saskatchewan in 1938 and it was found necessary to continue to assist the province in the maintenance of the settlers and their stock in the dried-out districts. An agreement was reached, again through the Department of Agriculture, for the period September 1, 1938, to March 31, 1939, whereby the Dominion undertook to pay the full costs of material aid and feed and fodder relief in a newly defined drought area, consisting of 92 municipalities, to a maximum amount of \$4,500,000. Disbursements up to March 31, 1939, under the agreement were \$2,701,763.07 for material aid and \$255,838.96 for feed and fodder.

In addition to the material aid referred to above, which was distributed by the province and paid for by the Dominion on presentation of accounts, the Dominion purchased and distributed, as in the previous year, a quantity of fish, apples, cheese and beans, at a cost of \$263,867.71, to supplement the food purchases of those affected by drought. Although not carried out under The Unemployment and Agricultural Assistance Act, 1938, this food distribution is mentioned here as it formed a definite part of the Dominion's program of assistance for the drought-stricken areas of Saskatchewan.

RE-ESTABLISHMENT OF SETTLERS

Another activity administered by the Department of Agriculture under The Unemployment and Agricultural Assistance Act, 1938, was the re-establishment of settlers in the provinces of New Brunswick, Saskatchewan, Alberta and British Columbia. This was a continuation of the policy of the previous year, the agreements with the four provinces arrived at under the 1937 Act being extended with slight modifications in one or two instances. The program is designed to assist settlers in pioneer areas to become self-sustaining and expenditures under the agreements are chiefly made for the breaking and clearing of land and the purchase of building materials, farm implements and livestock. The amounts made available under the agreements for the year 1938-39 were as follows:—

New Brunswick	\$	25,000 00
Saskatchewan		250,000 00
Alberta		75,000 00
British Columbia		15,000 00

The Dominion's disbursements in respect to the re-establishment of settlers as at March 31, 1939, are shown in table No. 3.

SINGLE UNEMPLOYED PERSONS

The agreements respecting the Farm Employment Plan entered into with the western provinces under The Unemployment and Agricultural Assistance Act, 1937, were, at the request of the provinces and pursuant to the provisions of The Unemployment and Agricultural Assistance Act, 1938, extended for the period April 1 to April 30, 1938. No payment was made to the farmer for the month of April, 1938, the allowance to the worker being \$7.50.

The agreements entered into under The Unemployment and Agricultural Assistance Act, 1937, with the provinces of British Columbia and New Brunswick respecting works undertaken as a supplementary means of providing employment for those single unemployed persons deemed unsuitable for farm work were also at the request of the provinces extended under The Unemployment and Agricultural Assistance Act, 1938.

In order to meet the problem of the single transient unemployed the Farm Employment Plan, the cost of which is shared jointly by the federal and provincial Governments, was again placed in operation in the four western provinces from October 1, 1938, to March 31, 1939.

The arrangement covered by the agreements provided for the payment to the farmer of \$5 per month in Alberta and British Columbia, while those accepting employment under the plan received \$5 per month with an additional bonus of \$2.50 per month where continuous employment was maintained up to March 31, 1939, plus free transportation and, where necessary, a clothing allowance not exceeding \$3.

In addition to the Farm Employment Plan, and in order to meet the peculiar needs of British Columbia, where agriculture does not lend itself to the absorption of large numbers of men, an agreement was entered into providing for a Dominion contribution of 50 per cent towards the cost of forestry and other works undertaken by the province as a supplementary means of providing employment. The agreement covered the period from November 1, 1938, to March 31, 1939. To ensure that the men on completion of the work would not be without funds, a system of deferred pay was placed in operation, payable at specified post offices, the amount of money standing to the credit of any man on the completion of the work being paid in weekly instalments of \$4.

The numbers cared for month by month on these projects are set forth in table No. 8, while the Dominion's disbursements are shown in table No. 3.

REHABILITATION OF OLDER UNEMPLOYED

At the 1938 session of Parliament funds were appropriated for the purpose of restoring the skill, physique and morale of those of the middle-age group of workers who through the depression had suffered the loss of these things. The Dominion offered to contribute 50 per cent of the cost to the provinces of such rehabilitation plans. At the end of the fiscal year agreements had been signed with the provinces of Alberta, Manitoba, and Ontario.

TRANSPORTATION FACILITIES INTO MINING AREAS AND DEVELOPMENT OF TOURIST HIGHWAYS

The Department of Mines and Resources entered into agreements with all the provinces under the provisions of The Unemployment and Agricultural Assistance Act, 1938, to provide for a Dominion contribution towards the costs of certain works projects submitted by the provinces as suitable for relieving the unemployment situation and which would as well serve one of the two following purposes:—

Provision of transportation facilities into mining areas;
Development of tourist highways.

Mining transportation programs submitted resulted in arrangements for such works projects being entered into with the provinces of Nova Scotia, Quebec, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia. The agreements provided for a uniform basis of assistance to these projects, the Dominion agreeing to contribute two-thirds of the costs of construction of each approved project. Additional to the costs shared with the provinces the mining interests contributed also to the execution of various mining transportation projects.

The same series of agreements provided for Dominion assistance in developing tourist highways, along the lines of programs submitted by the provinces of Nova Scotia, Ontario, Manitoba, Saskatchewan and British Columbia. Similar agreements were completed covering Dominion assistance to tourist highway development in Prince Edward Island and New Brunswick. The Dominion assistance granted for tourist road projects was 50 per cent of the costs of construction of approved projects up to amounts indicated in table No. 3, except in British Columbia, Manitoba and Saskatchewan. In British Columbia the Dominion's contribution was 60 per cent of the total cost of construction up to the amount allotted to that province. In the cases of Manitoba and Saskatchewan the provincial Governments desired to undertake larger programs than could be carried out under the 50 per cent ratio, and arrangements were made whereby the Dominion would contribute 10 per cent to the costs of construction of the approved projects in Saskatchewan and thirty-nine one hundred and twenty-eighths (approximately 30.47 per cent) to the similar costs of the accepted projects in Manitoba.

Provision was made in the agreements that, except in such instances as the Minister of Mines and Resources, or his deputy minister, decided it was impracticable or inconsistent with reasonable efficiency and economy so to do, the provincial authorities would enforce a stipulation that "at least 50 per cent of those employed shall, if possible, be men who are relief recipients or those who, but for such employment, would otherwise be in receipt of relief". A further stipulation required that first consideration, as far as practicable and consistent with reasonable efficiency and economy, be given to those most in need in localities where works were to be performed, preference in employment being given to unemployed ex-service men and unemployed married and single men with dependents. Special provision was made in the agreement with British Columbia for the employment of a percentage of "single unemployed" in connection with the tourist highways work in that province.

The agreements also provided that no persons other than residents of Canada should be employed; that no resident of Canada should, with relation to his employment or eligibility for employment, be discriminated against or favoured by reason of his race, religious views or political affiliations; and that it would be the responsibility of the provinces to see that all persons employed in the execution of the projects were paid fair wages.

Particulars of the Dominion's commitments in regard to the works projects assisted by the Department of Mines and Resources under agreements pursuant to the Act, together with the disbursements as at March 31, 1939, are set forth in table No. 3.

RELIEF SETTLEMENT

Under the provisions of The Relief Act, 1932, agreements were completed with all the provinces except Prince Edward Island providing for a non-recoverable expenditure of one-third of an amount not to exceed \$600 per family for the purpose of providing a measure of self-sustaining relief to families who would otherwise be in receipt of material aid by placing such families on the land. It was provided that the remaining two-thirds of the expenditure should be contributed by the province and the municipality concerned. The agreements covered a period of two years and expired on March 31, 1934.

Under the provisions of the Relief Acts of 1934 and 1935, agreements, effective from April 1, 1934, to March 31, 1936, providing continuity of settlement with the agreements which expired March 31, 1934, were entered into with all the provinces except Prince Edward Island. Provision was made in these agreements for an additional non-recoverable contribution by the Dominion, on the recommendation of the province and with the approval of the Governor in Council, of one-third of an amount not exceeding \$100 in the case of a settler who might not be self-supporting at the end of the two-year period, and for whom subsistence expenditure during the third year of settle-

ment was deemed necessary. The additional amount for subsistence during the third year, where necessary, applied both to those settled under the 1932 agreements and those settled under the renewal agreements.

Under the provisions of The Unemployment Relief and Assistance Act, 1936, further agreements, effective from April 1, 1936, to March 31, 1940, providing continuity of settlement with the agreements which expired March 31, 1936, were entered into with the provinces of Quebec, Manitoba and Alberta. Provision is made in said agreements for placement of further families on the land and a non-recoverable expenditure of one-third of an amount not to exceed \$1,000 per family for a period of four years. Provision is also made on behalf of families settled under previous agreements for an additional non-recoverable contribution by the Dominion of one-third of an amount not exceeding \$80 per family for fourth year of settlement and \$70 per family for fifth year of settlement, while in the agreement with Manitoba provision is made for a Dominion contribution of one-third of an amount not exceeding \$70 for sixth year of settlement on behalf of families settled under the 1932 agreement. It is also provided with respect to Manitoba and Alberta that where the settler has been taken from a district without municipal organization the Dominion and province shall share equally in the expenditures required for the third, fourth, fifth and, in the case of Manitoba, sixth years of settlement.

Pursuant to the provisions of The Unemployment and Agricultural Assistance Act, 1937, an agreement was entered into with the province of Saskatchewan in similar terms to those entered into with the provinces of Quebec, Manitoba and Alberta under the 1936 Act. The agreement with the province of Saskatchewan is effective from June 1, 1937, the date on which it was completed, to March 31, 1941.

During the fiscal year 1938-39 the Dominion continued to assist the provinces in respect to relief settlement measures under the agreements in force. Reports received from the provinces in regard to the number of approved settlers on the land under the relief settlement agreements as at March 31, 1939, and the Dominion's contributions as at the same date are shown in table No. 2.

TABLE No. 2

	Dominion Payments	Number of Settlers and Dependents Settled during the Fiscal Year 1938-39 and on the Land as of March 31, 1939		Total Number of Settlers and Dependents Settled and on the Land as of March 31, 1939, under Relief Settlement Agree- ments	
		Number of Settler Families	Number of Individuals	Number of Settler Families	Number of Individuals
	\$				
Nova Scotia.....	54,006 99	.....	.....	203	1,262
Quebec.....	448,543 95	1,452	6,777	3,123	18,701
Ontario.....	104,843 24	.....	.....	429	2,136
Manitoba.....	280,005 04	260	1,142	1,050	5,387
Saskatchewan.....	167,244 49	.....	.....	759	3,725
Alberta.....	154,425 71	130	494	568	2,738
British Columbia.....	10,088 66	.....	.....	33	183
Total.....	1,219,158 08	1,842	8,413	6,165	34,132

WORKS PROJECTS (DEPARTMENT OF LABOUR)

In addition to works projects carried out by the provinces under the terms of the material aid agreements, the work for single homeless men in New Bruns-

wick and British Columbia and the development of tourist roads and roads into mining areas, all of which are described in the preceding pages of this chapter, provision was made under The Unemployment and Agricultural Assistance Act, 1938, for the completion of certain works provided for in agreements entered into in previous years with the provinces of Ontario, Manitoba (Greater Winnipeg Sewage System), Saskatchewan, Alberta and British Columbia.

In response to representations made by the Government of Nova Scotia that, by reason of cancellations of several large coal contracts placed early in 1938 with local mines, large numbers of mine employees had been thrown out of work and that many of them and their dependents would require material aid immediately unless provided with remunerative employment, an agreement was entered into with that province providing for contribution by the Dominion of 50 per cent of the province's expenditures incurred in the carrying on or assisting in carrying on of certain projects and works during the period October 1, 1938, to March 31, 1939, it being provided that the Dominion's contribution should not in any event exceed \$70,000.

In the fall of 1938 representations were made by the Government of New Brunswick to the effect that there were many districts in the southern and eastern parts of the province which, owing to conditions in the fishing industry, were in need of assistance. In response to these representations an agreement was entered into with the province of New Brunswick providing for a Dominion contribution of 50 per cent towards the cost of construction incurred by the province during the period September 1, 1938, to March 31, 1939, in the carrying on of certain highway construction and projects, it being provided that the Dominion's contribution should not in any event exceed \$50,000.

An agreement was entered into with the province of Ontario providing for Dominion contribution of 50 per cent of the cost of construction incurred by the province during the period December 7, 1938, to March 31, 1939, in carrying on projects and works designed to relieve the serious unemployment condition which had developed in the northern sections of the province, with which condition the province had made representations that it would be unable to adequately cope without assistance from the Dominion. The agreement provided that the Dominion's contribution should not exceed \$1,000,000.

An agreement was also entered into with the province of British Columbia providing for a Dominion contribution of 50 per cent towards the cost of construction incurred by the province during the period April 1, 1938, to March 31, 1939, in the construction and improvement of playgrounds, improvements to Stanley Park and improvements to Spanish Banks, it being provided that the Dominion's contribution should not exceed \$30,000.

At the request of the Government of Manitoba an agreement was entered into with that province wherein it was provided that the Dominion would contribute 50 per cent up to a maximum of \$50,000 of the costs incurred by the province during the period April 1, 1938, to March 31, 1939, for teaming and trucking, salaries or wages of foremen, specially skilled workmen and materials necessary in the carrying on of certain municipal works projects executed for the purpose of enabling recipients of material aid to work thereon to the value in labour of the aid issued.

The Dominion's commitments in regard to these undertakings together with the disbursements up to March 31, 1939, are set forth in table No. 3, while the numbers reported by the provinces as having been afforded employment are set forth month by month in table No. 8.

COMMITMENTS AND DISBURSEMENTS

Table No. 3 shows the various projects and undertakings authorized under The Unemployment and Agricultural Assistance Act, 1938, and the Dominion's disbursements in respect thereto as at March 31, 1939.

<i>Manitoba.</i>																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																		
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ALLOTMENTS MADE TO OTHER DEPARTMENTS

Department of Agriculture.

Department of Finance.

Department of Mines and Resources.....

Banff and Jasper Parks—Highway Construction and Forest Conservation.....
Peace Arch Highway, British Columbia..

[illegible]

(A) Amount not specified.

(A) Amount not specified.
(B) Not including expenditures which may have been made prior to March 31, 1939, for which accounts have not been received, or, if received, have not been passed for payment at the date of this report.

SUPERVISION AND AUDIT OF EXPENDITURES

Order in Council P.C. 1352 of June 16, 1938, which issued on the recommendation of the Minister of Labour, instructed that the office of the Comptroller of the Treasury continue to be responsible for the work of examining the accounts in connection with the Dominion-provincial agreements entered into under relief legislation. In accordance with the provisions of the Order in Council, provincial claims rendered during the fiscal year 1938-39 have been subject to an audit by a representative of the Comptroller of the Treasury at provincial headquarters.

The Auditor General has, in addition, continued to conduct such examinations of provincial and municipal relief accounts in respect of expenditures incurred under relief legislation as in his opinion were required. Table No. 4 shows totals by provinces of all amounts specifically reported by the Auditor General as refundable, amounts refunded, amounts otherwise adjusted, and the balances pending settlement as of March 31, 1939.

TABLE No. 4

Province	Amounts Computed as Refundable by the Auditor General's Reports	Refunded	Otherwise Adjusted	Pending
	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Prince Edward Island.....	54,355 80	7,112 84	20,513 30	26,729 66
Nova Scotia.....	143,938 89	18,323 76	28,768 51	96,846 62
New Brunswick.....	95,242 04	7,505 80	25,725 91	62,010 33
Quebec.....	1,204,199 93	212,257 56	1,301 12	990,641 25
Ontario.....	504,572 93	54,540 67	141,699 12	308,333 14
Manitoba.....	584,130 32	68,975 66	303,879 88	211,274 78
Saskatchewan.....	814,923 88	538,447 68	293,264 62	(a) 16,788 42
Alberta.....	242,502 46	56,202 76	141,650 82	44,648 88
British Columbia.....	2,071,297 85	38,657 11	.....	2,032,640 74
Total.....	5,715,164 10	1,002,023 84	956,803 28	3,756,336 98

(a) Amount held in suspense for application to claims, the amounts of which are to be computed by the province.

Progress has continued to be made during the past year in effecting adjustment of claims as computed by the Auditor General against the provinces, correspondence being continuously carried on with the respective provinces with that end in view.

As audits of provincial and municipal relief expenditures conducted by the Auditor General disclosed differences of opinion concerning the correct interpretation of Dominion-provincial agreements, and as difficulties in effecting adjustments resulted, the Treasury Board set up a committee of Civil Servants to examine objections raised by the provinces to reports of the Auditor General and to make recommendations in connection therewith.

In addition to examinations conducted by the Auditor General and the Comptroller of the Treasury, investigations have continued to be carried on by auditors of the Unemployment Relief Branch of the Department of Labour and the provincial authorities, which have resulted in refunds being made to the Dominion in adjustment of various over-payments.

The amounts thus refunded or established as being refundable by the provinces as at March 31, 1939, are shown in table No. 5.

TABLE No. 5

Province	Amounts Established as Refundable by the Province and Arising from Other than Auditor General's Reports	Recovered	Pending
	\$ cts.	\$ cts.	\$ cts.
Prince Edward Island.....	10,384 51	10,384 51	.....
Nova Scotia.....	87,607 26	87,595 28	11 98
New Brunswick.....	4,811 64	4,762 84	48 80
Quebec.....	271,050 88	254,588 01	16,462 87
Ontario.....	195,376 83	195,376 83	.....
Manitoba.....	140,901 35	140,901 35	.....
Saskatchewan.....	456,417 71	456,417 71	.....
Alberta.....	114,809 07	114,309 07	500 00
British Columbia.....	146,505 44	146,501 69	3 75
Transportation.....	3 02	3 02	.....
Total.....	1,427,867 71	1,410,840 31	17,027 40

LOANS

Under authority of The Unemployment and Agricultural Assistance Act, 1938, the Dominion made loans to the provinces of Manitoba and Saskatchewan, and as security for repayment accepted provincial Treasury Bills bearing interest at the rate of 3 per cent per annum, payable half yearly. The total amount of loans authorized under the Act, exclusive of renewals, was \$15,085,255.86, and during the period April 1, 1938, to March 31, 1939, the total advanced was \$10,429,465.78. Under existing authorities further loans chargeable to the fiscal year 1938-39 may be made before the books for the year are closed. In addition, the Dominion accepted Saskatchewan Treasury Bills to the amount of \$1,123,-123.28 in respect of certain interest accruals on relief loans.

The following statement shows, by provinces, the amounts loaned during the period April 1, 1938, to March 31, 1939; the net loans outstanding as at March 31, 1938; repayments during the year; and the net loans outstanding as at March 31, 1939:—

PROVINCE OF MANITOBA—

Loans made from April 1, 1938, to March 31, 1939:	
For direct relief.....	\$ 520,000 00
For relief works and projects.....	1,260,000 00
	\$ 1,780,000 00
Less repayments during the year.....	906,500 65
	\$ 873,499 35
Net loans outstanding March 31, 1938, after giving effect to write-off of \$804,897.02, pursuant to Vote 392 of the Further Supplementary Estimates, 1936-37.....	
	\$ 22,285,146 47
Net loans outstanding as at March 31, 1939.....	\$ 23,158,645 82

PROVINCE OF SASKATCHEWAN—

Loans made from April 1, 1938, to March 31, 1939:

For direct relief, farm placement, re-establishment of settlers, etc.	\$ 7,198,061 79
For transportation facilities into mining areas and development of tourist highways.....	1,451,403 99
Acceptance of Treasury Bills in respect to certain interest accruals.	1,123,123.28

\$9,772,589 06

Less repayments during the year..... 31,332 39

Net loans outstanding, March 31, 1938.....	\$ 9,741,256 67
	66,032,295 07

\$ 75,773,551 74

Less amount written down to non-active assets pursuant to Vote 393 of the Further Supplementary Estimates, 1936-37..	17,682,157 61
--	---------------

Net active loans outstanding as at March 31, 1939.....	\$ 58,091,394 13
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PROVINCE OF ALBERTA—

Net loans outstanding as at March 31, 1939 (no change since close of fiscal year ending March 31, 1938).....	\$ 26,079,198 00
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PROVINCE OF BRITISH COLUMBIA—

Net loans outstanding as at close of fiscal year ending March 31, 1938	\$ 33,086,716 49
Less repayments, 1938-39.....	129,505 94

\$ 32,957,210 55

GRAND TOTAL OF LOANS OUTSTANDING AS AT MARCH 31, 1939.....	\$140,286,448 50
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DEPARTMENT OF FINANCE,
April 3, 1939.

Table No. 6 shows a summary of all loans outstanding under relief legislation as at March 31, 1939.

TABLE No. 6—UNEMPLOYMENT RELIEF ACTS

SUMMARY OF LOANS OUTSTANDING AS AT MARCH 31, 1939

	Loans specifically to meet maturing obligations and interest	Loans specifically for agricultural relief including seed grain	Loans for provincial purposes generally, including direct relief and public works	Total
	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Manitoba.....	1,139,454 69	234,818 54	22,589,269 61	23,963,542 84
Saskatchewan.....	3,934,341 46	15,103,420 92	56,735,789 36	75,773,551 74
Alberta.....	8,577,000 00	3,102,748 00	14,399,450 00	26,079,198 00
British Columbia.....	9,818,844 99		23,138,365 56	32,957,210 55
	23,469,641 14	18,440,987 46	116,862,874 53	158,773,503 13
Less reductions as provided by Votes 392 and 393 of Further Supplementary Estimates, 1936-37—Manitoba, \$804,897.02 and Saskatchewan, \$17,682,157.61.....				18,487,054 63
Canadian Pacific Railway Company (loans non-active).....				140,286,448 50 2,447,222 71
Total.....				142,733,671 21

DEPARTMENT OF FINANCE, April 3, 1939.

RECAPITULATION

Table No. 7 shows a recapitulation of Dominion disbursements under relief legislation from September 22, 1930, to March 31, 1939, by provinces, federal departments, etc., and by Acts.

TABLE No. 7—RECAPITULATION OF DOMINION DISBURSEMENTS UNDER RELIEF LEGISLATION AS AT MARCH 31, 1939

Province, etc.	1930 Act	1931 Act	1932 Act	1933 Act	1934 Act	1935 Act	1936 Act	1937 Act	1938 Act	Total
	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.
Prince Edward Island.....	95,199 45	129 098 00	25,098 93	99,040 98	146,869 38	286,925 00	291,415 89	125,292 41	62,176 10	1,261,116 14
Nova Scotia.....	792,273 87	1,069,517 24	580,317 41	1,261,236 32	573,628 79	1,295,367 51	1,110,450 00	559,555 98	281,586 42	7,553,963 54
New Brunswick.....	503,689 87	763,458 91	220,374 87	592,642 49	425,158 46	1,059,703 21	910,451 93	509,704 61	236,460 17	5,221,544 52
Quebec.....	3,292,370 74	5,437,261 42	4,252,761 35	8,297,384 65	6,345,547 63	7,502,517 00	11,036,648 06	6,914,903 17	3,758,040 36	56,537,334 38
Ontario.....	4,691,530 17	11,100,551 74	7,987,421 77	12,914,028 10	11,044,703 22	16,208,843 56	13,983,008 29	7,184,292 81	6,097,645 72	91,212,025 38
Manitoba.....	1,599,699 12	3,324,175 82	1,741,109 51	2,371,638 49	2,119,446 96	3,568,139 86	4,479,070 36	3,073,634 02	1,862,215 85	24,134,629 99
Saskatchewan.....	1,688,838 09	8,224,576 51	5,612,493 52	2,715,110 48	7,710,230 64	8,794,431 69	9,245,239 37	6,215,544 66	2,584,679 07	52,791,144 03
Alberta.....	1,281,232 45	3,037,993 80	1,299,459 42	2,715,110 48	1,467,620 39	1,780,658 72	2,599,963 45	2,321,003 99	1,325,133 83	16,684,811 39
British Columbia.....	1,376,057 78	3,939,589 63	3,227,778 70	3,447,921 36	2,301,300 73	2,282,530 71	3,500,009 11	2,671,134 77	1,522,345 82	24,268,668 61
Yukon and N.W.T.....	19,998 29	9,996 91	3,395 63	5,257 70		10,452 78				49,101 31
Dept. of Public Works.....		1,726,732 64	6,904 43			16,811 94			7,499 92	1,757,943 93
Dept. of National Defence.....		70,936 20	423,525 47	6,204,880 98	7,856,174 40	8,029,022 10	22,733 38	74,982 05	38,564 21	22,720,918 79
Dept. of Mines and Resources.....	56,924 70	865,795 35	529,505 04	1,114,023 80	533,168 91	187,578 18	525,874 68	1,273,574 02	1,634,341 82	6,720,788 50
Dept. of Transport.....		1,772,725 74		98,377 19					5,896 16	1,876,999 09
Dept. of Justice.....		83,180 55								83,180 55
Dept. of Agriculture.....		6,999 79	3,000 00							
Dept. of Trade and Commerce.....				43,504 68		18,900 00		21,164,208 18	6,851,879 15	28,026,087 12
Dept. of Finance.....				166,179 20				28,616 52	42,970 98	62,404 68
Nat. Battlefields Commission.....		24,809 05								24,809 05
Board of Railway Commissioners.....	500,000 00	500,000 00								1,000,000 00
National Harbours Board.....										74,831 55
Canadian Pacific Railway Company.....	863,550 00	209,196 98					49,834 81	24,996 74		1,073,746 98
Canadian National Railways.....	924,130 57									924,130 57
Transportation of Unemployed.....		45,365 90	11,513 46	16,214 27	3,887 50					76,981 13
Frontier College.....										22,500 00
Dept. of Labour.....							7,500 00	7,500 00	7,500 00	22,500 00
Workers Educational Association.....			3,243 78							8,283 67
Canadian Red Cross (Fire Sufferers, Ontario).....					5,049 89					5,000 00
Fire Sufferers in Matane County, Quebec.....										25,000 00
Miscellaneous.....						21,048 62	1,417 35	685 15	15,000 00	15,000 00
Administration.....	43,061 97	85,203 51	67,576 14	87,194 63	88,824 01	140,067 67	179,031 80	224,917 13	172,936 00	1,088,862 86
Total.....	17,728,557 07	42,427,165 69	25,985,479 43	41,006,380 66	40,621,610 91	51,197,998 55	47,943,048 48	52,404,576 21	26,536,953 58	345,861,770 58

In table No. 8 Dominion totals of the numbers assisted from May, 1932, to aid totals are from the

TABLE No. 8—SUMMARY BY MONTHS OF NUMBERS ASSISTED AS REPORTED BY THE PROVINCES

MATERIAL AID (FOOD, FUEL, CLOTHING AND SHELTER)									
EXCLUDING DROUGHT AREAS					DROUGHT AREAS				GRAND TOTAL MATERIAL AID
Families	Depen- dents	Indi- vidual Cases	Total	Heads of Families	Depen- dents	Indi- vidual Cases	Total		
1932									
1 May.....	93,608	332,762	30,343	456,713	28,015	112,062	156	140,233	596,946
2 June.....	103,686	365,063	32,295	501,044	24,468	97,872	136	122,476	623,520
3 July.....	114,717	440,394	35,572	590,683	21,191	84,765	118	106,074	696,757
4 August.....	139,227	517,094	34,120	690,441	8,363	33,450	46	41,859	732,300
5 September.....	158,033	580,644	35,911	774,588	4,032	16,128	22	20,182	794,770
6 October.....	168,779	627,186	44,952	840,917	6,741	23,593	.....	30,334	871,251
7 November.....	203,680	800,483	45,734	1,049,897	11,617	52,277	58	63,952	1,113,849
8 December.....	223,037	896,411	50,842	1,170,290	13,120	59,040	66	72,226	1,242,516
1933									
9 January.....	245,853	992,442	59,034	1,297,329	12,064	54,288	61	66,413	1,363,742
10 February.....	259,799	1,046,132	66,760	1,372,691	16,273	73,228	82	89,583	1,462,274
11 March.....	266,847	1,054,673	68,896	1,390,416	18,992	85,463	95	104,550	1,494,966
12 April.....	267,803	1,089,846	70,097	1,427,746	16,310	73,394	81	89,785	1,517,531
13 May.....	241,176	962,897	64,001	1,268,074	12,320	55,440	62	67,822	1,335,896
14 June.....	225,913	819,975	37,179	1,083,067	9,563	43,033	48	52,644	1,135,711
15 July.....	207,908	747,691	30,446	986,045	9,657	43,456	49	53,162	1,039,207
16 August.....	202,363	724,453	31,560	958,376	2,080	9,360	11	11,451	969,827
17 September.....	197,623	691,159	31,528	920,310	8,867	39,901	45	48,813	969,123
18 October.....	207,362	769,153	42,665	1,019,180	11,686	52,586	59	64,331	1,083,511
19 November.....	210,665	726,483	46,699	983,847	26,330	118,485	133	144,948	1,128,795
20 December.....	227,447	786,216	45,197	1,058,860	31,108	139,985	157	171,250	1,230,110
1934									
21 January.....	236,605	818,989	45,055	1,100,649	34,773	156,478	175	191,426	1,292,075
22 February.....	248,183	859,118	44,541	1,151,842	35,491	159,709	178	195,378	1,347,220
23 March.....	257,503	900,637	47,723	1,205,863	33,837	118,429	170	152,436	1,358,299
24 April.....	236,990	815,739	43,574	1,096,303	31,331	109,658	157	141,146	1,237,449
25 May.....	228,964	789,125	40,121	1,058,210	33,575	117,512	168	151,255	1,209,465
26 June.....	201,246	656,743	33,713	891,702	33,168	116,088	167	149,423	1,041,125
27 July.....	181,790	625,121	30,897	837,808	32,626	114,191	164	146,981	984,789
28 August.....	186,158	618,458	29,414	834,030	31,866	111,531	160	143,557	977,587
29 September.....	186,406	608,531	29,616	824,553	19,716	84,232	1,669	105,617	930,170
30 October.....	197,423	665,635	34,110	897,168	30,031	121,323	2,563	153,917	1,051,085
31 November.....	196,712	657,043	35,484	889,239	33,124	138,005	3,138	174,267	1,062,506
32 December.....	212,943	710,364	43,192	966,499	32,878	133,662	4,997	171,537	1,138,036
1935									
33 January.....	240,193	785,837	42,955	1,068,985	33,548	137,523	5,069	176,140	1,245,125
34 February.....	240,051	849,652	47,137	1,136,840	33,965	138,984	5,243	178,192	1,315,032
35 March.....	252,889	868,115	51,242	1,172,246	34,161	139,103	5,319	178,583	1,350,829
36 April.....	244,862	862,593	54,124	1,161,579	32,901	133,942	5,011	171,854	1,333,433
37 May.....	234,939	831,988	46,908	1,113,835	31,376	127,444	4,797	163,617	1,277,452
38 June.....	216,742	759,739	43,424	1,019,905	30,115	122,639	4,591	157,345	1,177,250
39 July.....	206,137	728,622	41,473	976,232	29,541	120,038	4,546	154,125	1,130,357
40 August.....	194,019	696,676	34,794	925,489	28,986	117,926	4,437	151,349	1,076,838
41 September.....	210,720	638,723	37,020	886,463	3,474	14,565	515	18,554	905,017
42 October.....	215,290	636,038	39,637	890,965	6,850	27,740	915	35,505	926,470
43 November.....	205,530	688,748	43,310	937,588	18,761	77,979	2,131	98,871	1,036,459
44 December.....	220,921	781,387	48,175	1,050,483	23,619	99,666	2,723	126,008	1,176,491
1936									
45 January.....	247,934	883,661	53,932	1,185,527	27,054	110,484	3,023	140,561	1,326,088
46 February.....	256,367	915,522	54,811	1,226,700	28,908	122,018	3,234	154,160	1,380,860
47 March.....	257,284	926,705	56,085	1,240,074	29,560	125,090	3,408	158,058	1,398,132
48 April.....	242,253	880,118	54,087	1,176,458	27,379	116,510	3,165	147,054	1,323,512
49 May.....	218,573	783,384	47,860	1,049,817	21,262	89,085	2,672	113,019	1,162,836
50 June.....	196,365	711,640	53,173	961,178	19,574	81,956	2,390	103,920	1,065,098
51 July.....	185,890	670,021	52,114	908,015	19,884	82,395	2,406	104,685	1,012,700
52 August.....	179,417	647,100	53,157	879,674	19,261	80,225	2,519	102,005	981,679

ASSISTED

February, 1939, are shown. Commencing with September, 1936, the material National Registration.

AND FEDERAL DEPARTMENTS FROM MAY, 1932, TO AUGUST, 1936

OTHER AID									Total Number Assisted Other than by Material Aid	—	
Trans-Canada Highway	Other Provincial Works	Municipal Works	Federal Works	Work for Transients	Farm Placement, Numbers on Farms	Single Homeless Cared for	Movement and Assistance of Settlers	Relief Settlement			
1932											
900	4,303	47,881	189			12,244			65,517	May	1
790	5,300	52,930	264		124	13,612			73,020	June	2
465	364	8,923	308		304	13,023		779	24,166	July	3
424	361	5,295	86		289	13,804		1,706	21,965	August	4
391	519	3,141	188			12,404		2,389	19,032	September	5
310	376	3,455	235			13,127		4,109	21,612	October	6
253	476	1,567	138		2,399	38,035		4,663	47,531	November	7
165	190	858	44		3,422	45,648		6,107	56,434	December	8
1933											
	103	180	32		7,728	50,370		7,442	65,856	January	9
	45	13	45		9,867	53,883		7,715	71,568	February	10
	32	51	280		10,271	53,313		7,925	71,872	March	11
	30	466	122		9,014	53,982		8,537	72,151	April	12
40	29	218	194		8,666	52,702		8,988	70,837	May	13
205	3,000	72	159		6	51,912		9,357	64,711	June	14
1,012	7,274	23	53			55,262		9,713	73,337	July	15
9,550	17,209	2,116	45			45,849		10,058	84,827	August	16
8,638	11,135	18,549	55		1	34,978		10,052	83,408	September	17
11,480	17,877	12,332	382		1	41,576		11,277	94,925	October	18
11,753	29,665	25,032	428		4,184	41,243		12,303	124,608	November	19
10,664	35,037	30,013	465		10,247	41,383		12,643	140,452	December	20
1934											
10,735	30,537	28,282	390		14,012	40,979		13,559	138,494	January	21
11,149	34,346	28,577	356		14,808	40,762		13,841	143,839	February	22
10,975	36,840	24,802	394		16,065	42,709		14,276	146,061	March	23
9,403	27,194	14,967	413			45,335		14,895	112,207	April	24
8,664	30,141	19,348	399			46,144		14,872	119,568	May	25
8,235	46,885	28,901	352			40,708		15,581	140,692	June	26
7,410	37,874	28,298	266			37,996		15,469	127,313	July	27
6,181	19,338	20,620	329			31,600		16,200	94,268	August	28
6,253	20,250	18,255	410			29,123	111	18,011	92,413	September	29
5,889	18,020	15,822	628		9	32,425	143	17,354	90,290	October	30
4,487	16,166	12,240	640		2,838	36,005	86	17,975	90,437	November	31
3,902	31,592	9,880	502		7,899	36,031	30	17,975	107,811	December	32
1935											
2,741	35,609	3,881	677		11,428	37,403	31	18,163	109,933	January	33
2,843	44,124	3,420	668		12,009	37,546	20	18,229	118,859	February	34
2,760	40,334	4,965	743		12,208	38,856	130	18,279	118,275	March	35
2,457	37,817	834	766			39,048	57	18,104	99,083	April	36
2,547	8,400	790	593			37,024	12	18,097	67,463	May	37
4,937	10,305	1,102	703			38,333		18,073	73,453	June	38
5,407	2,332	1,174	902			34,137		18,158	62,110	July	39
8,522	2,910	840	954			28,886		18,531	60,643	August	40
11,646	3,014	932	1,217			24,983		18,477	60,269	September	41
11,880	5,188	1,439	2,297			32,937		18,821	72,562	October	42
7,317	5,220	1,858	1,205		3,637	39,346		18,752	77,335	November	43
4,294	3,557	1,667	776		8,844	40,186	22	18,912	78,258	December	44
1936											
3,873	1,759	2,024	841		12,838	40,131		18,722	80,188	January	45
3,871	1,897	1,895	799		13,287	39,470		18,586	79,805	February	46
3,538	1,202	1,891	978		14,020	34,376		18,577	74,582	March	47
4,015	7	1,091				15,366		18,291	38,770	April	48
4,811	40	1,056				14,135		18,295	38,337	May	49
4,195	1,902	1,227				6,074		18,219	31,617	June	50
6,428	14,688	748				5,278	391	17,984	45,517	July	51
7,258	20,321	1,180				4,876	359	17,912	51,906	August	52

SUMMARY BY MONTHS OF NUMBERS ASSISTED

		Material Aid (Food, Fuel, Clothing and Shelter)							
		Totals from National Registration of Material Aid Recipients							
		Urban				Agricultural			
		Heads of Families	Dependents	Individual cases	Total	Heads of Families	Dependents	Individual cases	Grand Total of Material Aid Recipients
1936									
53	September.....	150,778	508,958	47,557	707,293	44,991	196,989	6,347	955,620
54	October.....	155,087	522,475	51,965	729,527	51,346	220,642	7,281	1,008,796
55	November.....	159,431	536,195	55,280	750,906	54,782	232,946	7,733	1,046,367
56	December.....	171,076	575,432	58,849	805,357	57,400	244,616	7,936	1,115,309
1937									
57	January.....	182,514	614,207	61,735	858,456	59,263	252,417	8,095	1,178,231
58	February.....	187,049	629,352	62,882	879,283	60,846	259,033	8,297	1,207,459
59	March.....	186,292	629,231	62,620	878,143	61,343	261,190	8,226	1,208,902
60	April.....	176,520	597,738	59,542	833,800	60,099	257,826	7,942	1,159,667
61	May.....	156,423	528,845	52,480	737,748	55,543	237,234	7,375	1,037,900
62	June.....	135,925	456,966	43,399	636,290	49,552	208,212	6,731	900,785
63	July.....	121,400	402,590	39,909	563,899	44,037	178,921	6,414	793,271
64	August.....	110,416	364,469	36,505	511,390	44,889	181,337	6,618	744,234
65	September.....	100,600	324,087	31,152	455,839	52,913	200,049	7,114	724,915
66	October.....	103,864	333,070	33,877	470,811	65,379	257,435	8,421	802,046
67	November.....	112,316	360,703	40,456	513,475	71,763	282,190	9,120	876,548
68	December.....	127,310	411,650	41,381	580,341	74,428	292,624	9,531	956,924
1938									
69	January.....	139,137	449,812	43,025	631,974	75,793	297,643	9,755	1,015,165
70	February.....	144,557	466,553	43,419	654,529	76,950	302,578	9,891	1,043,948
71	March.....	144,696	467,979	40,015	652,690	77,388	304,720	9,928	1,044,726
72	April.....	139,897	453,091	39,306	632,294	77,248	304,617	10,063	1,024,222
73	May.....	127,284	410,306	38,370	575,960	75,053	295,508	9,931	956,452
74	June.....	115,568	369,476	35,836	520,880	71,820	282,216	9,651	884,567
75	July.....	109,854	351,120	36,153	497,127	67,213	262,952	9,264	836,556
76	August.....	104,443	332,848	33,808	471,099	56,790	221,625	8,121	757,635
77	September.....	98,446	312,459	33,827	444,732	20,795	85,558	2,519	553,604
78	October.....	103,958	330,934	38,370	473,262	32,830	130,981	3,984	641,057
79	November.....	116,815	373,061	45,017	534,893	49,601	196,339	5,996	786,829
80	December.....	132,482	426,380	45,804	604,666	57,504	227,392	6,915	896,477
1939									
81	January.....	146,754	472,721	48,721	668,196	60,636	240,445	7,251	976,528
82	February.....	153,639	494,332	49,925	697,896	63,116	250,130	7,525	1,018,667
83	March.....	155,291	499,535	49,868	704,694	63,392	251,877	7,573	1,027,536

FROM SEPTEMBER, 1936, TO FEBRUARY, 1939

Other Aid as Reported by the Provinces											Total Number As- sisted Other than by Ma- te- rial Aid	—	
Numbers Assisted during Each Month													
Trans- Canada High- way	Other Pro- vincial Works	Muni- cipal Works	Works for Trans- ients	Farm Place- ment, Number on Farms	Single Home- less Cared for	Move- ment and Assist- ance of Settlers	Relief Settle- ment	Youth Train- ing	Rehabi- litation Plans for Older Persons				
1936													
6,829	24,967	1,401	.....	.....	4,954	494	18,493	.....	.....	57,138	September.....	53
9,832	37,988	839	.....	4,376	5,675	2,761	18,264	.....	.....	79,735	October.....	54
6,249	35,017	620	697	10,642	5,882	953	18,470	.....	.....	78,530	November.....	55
3,064	18,464	67	2,984	36,177	5,883	580	18,388	.....	.....	85,607	December.....	56
1937													
1,191	11,875	175	4,731	43,915	5,683	304	18,330	.....	.....	86,204	January.....	57
330	7,446	438	4,814	43,254	5,191	589	18,334	.....	.....	80,396	February.....	58
399	5,135	478	5,223	43,087	5,087	1,715	18,123	.....	.....	79,247	March.....	59
126	2,759	215	4,505	34,111	.....	.....	18,163	.....	.....	59,879	April.....	60
1,338	6,261	415	5,093	.....	.....	.....	18,261	.....	.....	31,368	May.....	61
2,215	11,786	656	2,245	.....	.....	.....	18,409	332	.....	35,643	June.....	62
2,744	18,226	608	1,815	.....	.....	.....	18,610	925	.....	42,928	July.....	63
2,392	18,338	737	.....	.....	.....	.....	19,121	1,258	.....	41,846	August.....	64
1,274	16,845	980	.....	.....	.....	.....	21,491	1,598	.....	42,188	September.....	65
723	15,046	980	.....	5,178	.....	.....	22,720	3,545	.....	48,192	October.....	66
212	9,922	1,225	1,920	20,710	.....	.....	23,788	19,098	.....	76,875	November.....	67
71	4,234	1,415	2,486	33,559	.....	.....	24,211	15,941	.....	81,917	December.....	68
1938													
54	3,019	133	2,629	38,204	.....	.....	24,210	23,851	.....	92,100	January.....	69
58	2,844	180	3,858	39,826	.....	.....	24,015	26,166	.....	96,947	February.....	70
20	787	164	2,690	39,505	.....	.....	24,331	32,590	.....	100,087	March.....	71
.....	599	1,167	.....	32,232	.....	.....	24,689	9,730	.....	68,417	April.....	72
.....	1,166	1,359	.....	.....	.....	.....	25,365	2,487	.....	30,377	May.....	73
.....	3,248	2,112	.....	.....	.....	.....	26,381	2,882	.....	34,623	June.....	74
.....	7,419	975	.....	.....	.....	.....	27,168	3,075	.....	38,637	July.....	75
.....	13,708	1,596	.....	.....	.....	.....	28,690	3,580	.....	47,574	August.....	76
.....	17,822	1,386	.....	.....	.....	.....	30,996	4,063	.....	54,267	September.....	77
.....	17,231	1,560	13	772	.....	.....	31,563	11,948	.....	63,087	October.....	78
.....	11,095	2,296	1,889	7,184	.....	.....	31,492	18,768	183	72,907	November.....	79
.....	6,262	2,669	2,036	15,792	.....	.....	31,693	26,274	302	85,028	December.....	80
1939													
.....	7,204	1,424	2,077	23,721	.....	.....	34,298	31,395	302	100,421	January.....	81
.....	9,366	1,298	3,126	26,079	.....	.....	34,169	29,722	329	104,089	February.....	82
.....	10,828	390	2,328	27,783	.....	.....	34,099	29,026	337	104,791	March.....	83

THE NATIONAL REGISTRATION BRANCH
INCEPTION OF THE NATIONAL REGISTRATION

The National Employment Commission Act, 1936, under which the National Employment Commission was established in May, 1936, required the commission to undertake a national registration and classification of persons on aid throughout Canada [Sec. 6 (a)]. To meet this obligation there was set up the Registration Branch of the commission, which, in co-operation with the governments of the provinces and municipalities, took a first national registration of persons on aid (where the Dominion contributed financially to such aid) in September, 1936. In order to secure regular and current figures, comparable to those available for September, 1936, the provinces and municipalities were required to provide follow-up returns each month commencing with October, 1936. In September, 1937, based upon the experience of the previous registration, a second registration was taken, and this, too, was kept up-to-date month by month subsequently.

In Section III of its final report the National Employment Commission recommended that the work of the registration be carried forward under the Minister of Labour, after the termination of the work of the commission itself. Consequently, when the commission ceased to exist at February 1, 1938, the work of the registration was placed under the Department of Labour as the National Registration Branch, and has been carried forward since that time.

A third national registration, comparable to the two earlier registrations, was taken, starting with September, 1938.

FUNCTIONS OF THE BRANCH

For these national registrations standard forms have been provided by the Dominion to the authorities issuing aid, in order to secure uniform data. During the past two and a half years, on an average, about 2,000 local authorities throughout Canada have been issuing aid to which the Dominion contributed. Bearing in mind the number of local authorities which must be depended upon for reports, as well as the lack of clerical facilities in many smaller municipalities, the degree of co-operation secured from the provinces and municipalities has been very satisfactory.

Information tabulated from registration returns has been made available to Parliament, to the several interested branches of government, Dominion, provincial and municipal, and has been utilized extensively by the Department of Labour. In addition, monthly and special reports have been issued, statistically analysing the numbers and classes of persons on aid.

Published reports have given statistics indicating a main separation of totals on aid into urban aid and agricultural aid, by provinces and classes of municipalities. Within each group information has been made available showing the family classification, length of time on aid, numbers of returned soldiers on aid and, in some cases, housing conditions. In the case of urban aid a complete segregation as to reported degree of employability has been maintained. Records of fully employable persons have been tabulated to show their age and employment record, e.g., industry of normal employment, when last employed, whether wage earner or occupational worker, and the like. Records of persons only partially employable or unemployable have likewise been specially tabulated as to the more significant features. Data given in regard to farmers on agricultural aid has referred to causes of being on aid, time of last self-dependence, and so forth.

In addition to its main function of the national registration of persons on aid through the municipalities and/or provinces, the National Registration Branch has performed additional functions as follows: (a) registration of pen-

sioners on aid through the Department of Pensions and National Health; (b) registration of Indians on aid through the Indian Affairs Branch, Department of Mines and Resources.

RÉSUMÉ OF NUMBERS ON AID DURING THE FISCAL YEAR

The tables which follow provide a résumé of numbers of persons on material aid throughout Canada in the fiscal year 1938-1939, as derived from the national registration, with some comparisons with figures pertaining to the previous fiscal year. An earlier table in this report (pp. 90-93) shows a summary of numbers on aid, in the country as a whole, in each month from May, 1932.

Material aid refers only to direct relief, so that in the sense here used the term does not include persons being provided with work on relief projects paid for at wages, even though such work was undertaken to alleviate unemployment. Material aid is divided into urban aid and agricultural aid. Agricultural aid refers to assistance given to resident farm operators and their dependents for human subsistence, where such farmers would normally derive their livelihood from the land which they occupy. Urban aid refers to all persons other than farm operators and their dependents, and thus includes both unemployed and unemployable persons. "Head of family" is used to designate a person who is socially responsible for the support of one or more dependents. An "individual person" is one who is neither a dependent of a head of family nor has anyone dependent upon himself. The term "wife" refers to the member of a family unit who performs the housekeeping duties and "wives" are a sub-classification of "dependents". "Dependents" are all who look to the head of a family for their support and, thus, "dependents" include some adult employable persons still living under the parental roof.

Subsequent to April 1, 1937, the province of New Brunswick had substituted a works program for material aid, and consequently that province does not contribute to the registration totals on material aid as shown in these tables. Moreover, as already indicated, in the case of all provinces the present figures include only persons receiving aid to which the Dominion Government contributed financially.

The tables in Group A—Numbers of Persons on Material Aid—relate to the main outlines of the problem. Table I shows a monthly average of 863,344 persons on material aid across Canada during the fiscal year 1938-39, of whom 65.9 per cent were on urban and 34.1 per cent on agricultural aid; the comparable monthly average for 1937-38 was 925,011, of whom 65.2 per cent were on urban and 34.8 per cent on agricultural aid. A comparison shows that the monthly average total number of persons on material aid in the year 1938-39 was less by 6.7 per cent than in the year before, that the average numbers on urban aid decreased by 5.8 per cent and on agricultural aid by 8.4 per cent. Table II shows the percentage distribution by provinces of the average monthly number on urban aid, the average monthly number on agricultural aid and the average monthly number on material aid (i.e., urban and agricultural aid combined) in the years 1938-39 and 1937-38. Table III gives an analysis of the Dominion totals for the month of March, 1939, showing a distribution by provinces and by the main domestic classifications. It may be noted that within each class of aid, i.e., urban and agricultural, the numerical relationship of the number of dependents to the number of heads of families remains virtually constant month after month. Table IV separates each of the groups "Heads of Families" and "Individual Persons" on urban aid in March, 1939, and March, 1938, into "Fully Employable", "Partially Employable" and "Unemployable". While the percentage distribution by degree of employability of heads of families and individuals varies materially from month to month when the volume of employment is fluctuating, owing to the absorption of fully employ-

able persons into employment, or owing to the reverse process, a comparison of March, 1939, with March, 1938, in the case of family heads and individuals from this point of view does not show any major relative change:—

—	Heads of Families				Individual Persons			
	Total	Fully Employable	Partially Employable	Unemployable	Total	Fully Employable	Partially Employable	Unemployable
		%	%	%		%	%	%
March, 1939.....	155,291	81.7	10.4	7.9	49,868	55.0	24.3	20.7
March, 1938.....	144,696	80.6	12.1	7.3	40,015	55.0	26.8	18.2

Table V provides a classification of dependents of heads of families on urban aid, from the viewpoint of employability and non-employability, giving a comparison of March, 1939, with March, 1938.

The tables in Group B—Fully Employable Persons on Urban Aid—relate to those persons who are reported by the local authorities issuing aid as fully employable, that is to say, to the unemployed on aid. The separation on degree of employability is made in respect of persons in receipt of urban aid only, as resident farm operators and their dependents on agricultural aid are not seeking industrial employment and are the victims of distress due to climatic or other conditions quite apart from unemployment or unemployability. For the purposes of this employability classification the following domestic categories are considered as available for employment, if reported fully employable by local authorities: heads of families, individual persons, and dependents (other than wives) 16 years of age and over. Table VI shows that in the fiscal year 1938-39 the average monthly number of fully employable persons unemployed on aid throughout Canada was 152,135, of whom 123,045 were males and 29,090 were females; in the previous fiscal year the monthly average total was 165,863, of whom 131,795 were males and 34,068 were females. Thus, the average number of fully employable persons on aid in 1938-39 was less by 8.3 per cent than in the previous fiscal year. Table VII shows the distribution by provinces of the yearly averages given in Table VI. Table VIII shows a separation of fully employable persons on aid in March, 1939, by age groups, together with a comparison with March, 1938. Table IX shows a separation of the fully employable persons by occupational groups in March, 1939. Table X makes comparison of the distribution of fully employable persons by industry of last normal employment in March, 1939 and 1938.

Group C—Persons on Aid in Cities—consisting only of Table XI, shows total numbers of persons (of all domestic categories), and total numbers of fully employable persons only, on aid in cities of over 25,000 population in March, 1939, with averages for the years 1938-39 and 1937-38. The columns "Fully Employable Persons Only" thus represent, in each respective column, a portion of the persons shown under "Total Persons on Aid".

GROUP A—NUMBERS OF PERSONS ON MATERIAL AID

TABLE I—TOTAL NUMBER OF PERSONS, INCLUDING DEPENDENTS, IN RECEIPT OF URBAN OR AGRICULTURAL AID

FOR MONTHS FROM APRIL, 1938, TO MARCH, 1939, AND AVERAGES FOR FISCAL YEARS 1938-39 AND 1937-38

	Average Fiscal Year 1937-38	April 1938	May 1938	June 1938	July 1938	August 1938	Sept. 1938	October 1938	Nov. 1938	Dec. 1938	January 1939	February 1939	March 1939	Average Fiscal Year 1938-39
A. ALL PERSONS ON URBAN OR AGRICULTURAL AID														
(Total of B and C below)														
Dominion	925,011	1,024,222	956,452	894,567	836,556	757,635	553,604	641,057	786,529	896,477	976,528	1,015,467	1,027,536	863,344
Prince Edward Island	2,255	3,390	2,874	940	1,005	1,038	992	992	1,159	3,002	3,988	4,427	4,521	2,361
Nova Scotia	10,275	10,203	8,104	6,637	6,696	5,340	No Registration	6,044	7,232	10,778	12,148	14,190	15,365	9,029
New Brunswick	100,837	151,130	139,734	124,953	121,326	119,277	119,834	120,445	126,329	139,538	147,613	152,219	151,563	134,412
Quebec	221,773	256,171	226,973	201,871	191,095	185,653	178,411	185,131	221,600	254,086	288,924	302,478	306,259	234,054
Ontario	38,668	47,189	52,720	57,553	53,978	39,186	37,627	39,573	46,126	53,290	59,021	62,377	65,502	50,512
Manitoba	316,966	414,325	402,626	387,213	361,993	306,438	127,794	182,398	282,332	323,262	340,210	350,143	349,012	319,779
Saskatchewan	66,180	73,522	69,578	64,737	61,148	54,515	34,149	34,561	42,435	47,735	54,285	58,681	61,836	54,765
Alberta	58,062	56,292	53,843	50,665	49,315	47,188	49,198	51,913	59,016	64,786	70,339	74,152	74,478	58,432
British Columbia														
B. ALL PERSONS ON URBAN AID—														
Dominion	603,566	632,294	575,960	520,880	497,127	471,099	444,722	473,262	534,993	604,666	688,186	697,596	704,634	568,868
Prince Edward Island	2,016	3,145	2,668	796	875	908	862	855	1,011	2,705	3,576	3,964	4,035	2,117
Nova Scotia	10,275	10,203	8,104	6,637	6,696	5,340	No Registration	6,044	7,232	10,778	12,148	14,190	15,365	9,029
New Brunswick	176,950	145,944	135,298	120,842	116,765	114,747	114,074	115,714	121,323	134,163	142,495	146,690	145,701	129,479
Quebec	250,940	250,747	217,131	194,180	185,034	179,953	173,652	188,719	212,629	242,618	276,521	289,197	291,607	224,763
Ontario	50,323	55,762	50,667	46,202	42,750	38,407	37,180	38,734	44,390	50,375	55,354	58,123	60,748	48,225
Manitoba	39,510	44,185	41,923	38,716	36,583	34,189	27,151	27,600	33,921	35,580	39,047	40,805	42,246	36,746
Saskatchewan	39,510	44,185	41,923	38,716	36,583	34,189	27,151	27,600	33,921	35,580	39,047	40,805	42,246	36,746
Alberta	50,595	46,420	46,252	43,672	42,896	41,142	43,405	45,878	52,056	56,963	61,706	64,792	64,691	50,989
British Columbia														
C. ALL PERSONS ON AGRICULTURAL AID														
Dominion	321,445	391,928	380,492	363,687	339,429	286,536	108,872	167,795	251,936	291,811	308,332	326,771	322,542	294,538
Prince Edward Island	219	245	206	144	130	130	130	137	148	297	412	463	486	244
Nova Scotia							No Registration							
New Brunswick	13,887	5,186	4,436	4,111	4,561	4,530	4,750	4,731	5,006	5,375	5,118	5,529	5,862	4,933
Quebec	10,833	9,924	9,842	7,691	6,061	5,700	5,729	6,412	8,971	11,468	12,403	13,281	13,652	9,261
Ontario	5,724	3,927	3,053	2,228	2,475	2,779	4,025	4,839	1,736	2,915	3,667	4,754	4,287	2,287
Manitoba	256,643	335,937	328,703	317,378	296,475	249,025	85,025	142,680	219,601	251,778	262,861	270,008	268,711	232,349
Saskatchewan	26,670	29,337	27,655	26,021	24,555	20,326	9,988	9,514	9,514	12,155	15,238	17,876	18,019	18,019
Alberta	7,469	7,872	7,591	6,993	6,419	6,046	5,793	6,035	6,960	7,823	8,633	9,360	9,787	7,443
British Columbia														

NOTE.—Dependents reported "at work" are uniformly excluded. These numbered 13,756 by March, 1939.

TABLE II—PERCENTAGE DISTRIBUTION BY PROVINCES OF MONTHLY AVERAGE NUMBERS ON URBAN AID, ON AGRICULTURAL AID AND ON MATERIAL AID

AVERAGES FOR FISCAL YEARS 1938-39 AND 1937-38

	Percentage Distribution of Monthly Average for Fiscal Year 1938-39			Percentage Distribution of Monthly Average for Fiscal Year 1937-38		
	Urban Aid	Agricul- tural Aid	Material Aid	Urban Aid	Agricul- tural Aid	Material Aid
Dominion (monthly aver- age).	568,808	294,536	863,344	603,566	321,445	925,011
	%	%	%	%	%	%
Prince Edward Island.....	0.4	0.1	0.3	0.3	0.1	0.2
Nova Scotia.....	1.6	.....	1.0	1.7	.....	1.1
New Brunswick.....			No Registration			
Quebec.....	22.8	1.7	15.6	29.3	4.3	20.6
Ontario.....	39.5	3.1	27.1	34.9	3.4	24.0
Manitoba.....	8.5	0.8	5.9	8.8	1.8	6.3
Saskatchewan.....	11.8	85.7	37.0	10.0	79.8	34.3
Alberta.....	6.4	6.1	6.3	6.6	8.3	7.2
British Columbia.....	9.0	2.5	6.8	8.4	2.3	6.3
Total.....	100	100	100	100	100	100

TABLE III—ANALYSIS OF TOTAL NUMBERS OF PERSONS ON MATERIAL AID, SHOWING DISTRIBUTION BY DOMESTIC STATUS AND BY PROVINCES

FOR MARCH, 1939

—	Heads of Families	Individual Persons	Dependents of Heads of Families		Total	Percentage Distri- bution of Dominion Totals
			Wives	Others		
<i>Prince Edward Island—</i>						
Urban.....	812	246	572	2,405	4,035	0.5
Agricultural.....	80	5	66	335	486	0.2
Total.....	892	251	638	2,740	4,521	0.4
<i>Nova Scotia—</i>						
Urban.....	3,159	604	2,818	8,784	15,365	2.2
Agricultural.....						
Total.....	3,159	604	2,818	8,784	15,365	1.5
<i>New Brunswick.....</i>			No Registration			
<i>Quebec—</i>						
Urban.....	29,364	6,756	25,479	84,102	145,701	20.7
Agricultural.....	912	102	830	4,018	5,862	1.8
Total.....	30,276	6,858	26,309	88,120	151,563	14.8
<i>Ontario—</i>						
Urban.....	66,487	18,165	54,702	152,253	291,607	41.4
Agricultural.....	2,370	351	2,184	8,747	13,652	4.2
Total.....	68,857	18,516	56,886	161,000	305,259	29.7
<i>Manitoba—</i>						
Urban.....	13,433	5,559	11,841	29,915	60,748	8.6
Agricultural.....	832	48	763	3,111	4,754	1.5
Total.....	14,265	5,607	12,604	33,026	65,502	6.4
<i>Saskatchewan—</i>						
Urban.....	17,596	5,376	14,338	42,991	80,301	11.4
Agricultural.....	53,455	6,156	48,977	160,123	268,711	83.2
Total.....	71,051	11,532	63,315	203,114	349,012	34.0
<i>Alberta—</i>						
Urban.....	9,315	4,036	7,900	20,995	42,246	6.0
Agricultural.....	3,662	515	3,407	12,006	19,590	6.1
Total.....	12,977	4,551	11,307	33,001	61,836	6.0
<i>British Columbia—</i>						
Urban.....	15,125	9,126	13,353	27,087	64,691	9.2
Agricultural.....	2,081	396	1,971	5,339	9,787	3.0
Total.....	17,206	9,522	15,324	32,426	74,478	7.2
<i>Dominion—</i>						
Urban.....	155,291	49,868	131,003	368,532	704,694	100
Agricultural.....	63,392	7,573	58,198	193,679	322,842	100
Total.....	218,683	57,441	189,201	562,211	1,027,536	100

TABLE IV—ANALYSIS OF TOTAL NUMBER OF HEADS OF FAMILIES AND INDIVIDUAL PERSONS ON URBAN AID, SHOWING DISTRIBUTION BY REPORTED DEGREE OF EMPLOYABILITY

FOR MARCH, 1939, AND MARCH, 1938

	Heads of Families				Individual Persons			
	Fully Employable	Partially Employable	Unemployable	Total	Fully Employable	Partially Employable	Unemployable	Total
<i>March, 1939</i>								
Prince Edward Island.	582	96	134	812	96	27	123	246
Nova Scotia.....	2,979	150	30	3,159	510	83	11	604
New Brunswick.....				No Registration				
Quebec.....	26,572	2,191	601	29,364	5,625	911	220	6,756
Ontario.....	52,608	6,952	6,927	66,487	9,281	4,200	4,684	18,165
Manitoba.....	11,792	1,356	285	13,433	3,117	2,131	311	5,559
Saskatchewan.....	12,950	2,352	2,294	17,596	1,999	1,464	1,913	5,376
Alberta.....	7,267	1,255	793	9,315	1,828	1,114	1,094	4,036
British Columbia.....	12,189	1,802	1,134	15,125	4,941	2,199	1,986	9,126
Dominion.....	126,939	16,154	12,198	155,291	27,397	12,129	10,342	49,868
<i>March, 1938</i>								
Prince Edward Island.	547	67	128	742	71	17	121	209
Nova Scotia.....	2,128	74	4	2,206	354	38	4	396
New Brunswick.....				No Registration				
Quebec.....	26,283	3,118	717	30,118	5,163	1,277	254	6,694
Ontario.....	45,169	7,665	6,539	59,373	6,107	3,336	3,978	13,421
Manitoba.....	11,219	1,497	32	12,748	2,448	1,848	202	4,498
Saskatchewan.....	13,145	2,262	2,357	17,764	1,897	1,083	1,550	4,530
Alberta.....	7,903	1,142	297	9,342	2,483	1,273	554	4,310
British Columbia.....	10,307	1,657	439	12,403	3,490	1,849	618	5,957
Dominion.....	116,701	17,482	10,513	144,696	22,013	10,721	7,281	40,015

TABLE V—ANALYSIS OF TOTAL NUMBERS OF DEPENDENTS OF HEADS OF FAMILIES ON URBAN AID, SHOWING CATEGORIES IN RELATION TO EMPLOYABILITY

FOR MARCH, 1939, AND MARCH, 1938

	Fully Employable Dependents		Partially Employable Dependents	Non-worker Type Dependents			Total
	Previously gainfully employed	Not previously gainfully employed	Previously gainfully employed	Wives	Children under 16 years	Dependents (other than wives) of non-worker type, 16 years and over	
March, 1939							
Prince Edward Island	198	185	5	572	1,841	176	2,977
Nova Scotia.....	338	873	8	2,818	7,036	529	11,602
New Brunswick.....			No Registration				
Quebec.....	4,590	6,087	330	25,479	69,645	3,450	109,581
Ontario.....	4,922	9,762	178	54,702	128,628	8,763	206,955
Manitoba.....	1,225	1,501	107	11,841	24,791	2,291	41,756
Saskatchewan.....	1,002	3,103	39	14,338	35,148	3,699	57,329
Alberta.....	462	1,049	19	7,900	17,658	1,807	28,895
British Columbia....	486	2,088	21	13,353	22,332	2,160	40,440
Dominion...	13,223	24,648	707	131,003	307,079	22,875	499,535
March, 1938							
Prince Edward Island	125	279		542	1,860	156	2,962
Nova Scotia.....	206	470	11	1,922	4,961	349	7,919
New Brunswick.....			No Registration				
Quebec.....	4,486	6,427	437	26,043	71,373	3,391	112,157
Ontario.....	4,394	8,211	336	48,805	115,008	8,006	184,760
Manitoba.....	1,237	1,622	122	11,197	23,653	1,895	39,726
Saskatchewan.....	1,096	3,336	54	14,718	34,313	3,821	57,338
Alberta.....	556	1,164	15	8,003	17,595	1,713	29,046
British Columbia....	438	1,788	27	11,118	18,979	1,721	34,071
Dominion...	12,538	23,297	1,002	122,348	287,742	21,052	467,979

GROUP B—FULLY EMPLOYABLE PERSONS ON URBAN AID

TABLE VI—TOTAL NUMBERS OF FULLY EMPLOYABLE PERSONS ON URBAN AID (DOMINION TOTALS)

FOR FISCAL YEARS 1938-39 AND 1937-38

	Fiscal Year 1938-39			Fiscal Year 1937-38		
	Male	Female	Total	Male	Female	Total
April.....	137,234	31,443	168,677	196,452	48,571	245,023
May.....	124,456	29,557	154,013	170,527	44,091	214,618
June.....	110,489	27,689	138,178	142,343	39,346	181,689
July.....	105,717	26,557	132,274	124,348	35,228	159,576
August.....	98,788	25,537	124,325	110,937	32,024	142,961
September.....	89,481	25,137	114,618	89,865	26,825	116,690
October.....	97,880	26,006	123,886	94,541	27,081	121,622
November.....	115,339	27,852	143,191	108,070	28,216	136,286
December.....	132,060	30,271	162,331	123,603	30,315	153,918
January.....	149,189	32,209	181,398	136,533	31,955	168,488
February.....	157,141	33,375	190,516	142,218	32,714	174,932
March.....	158,761	33,446	192,207	142,097	32,452	174,549
Monthly Average.....	123,045	29,090	152,135	131,795	34,068	165,863

TABLE VII—TOTAL NUMBERS OF FULLY EMPLOYABLE PERSONS ON URBAN AID, SHOWING DISTRIBUTION BY PROVINCES

AVERAGES FOR FISCAL YEARS 1938-39 AND 1937-38

	Fiscal Year 1938-39				Fiscal Year 1937-38			
	Male	Female	Total	Percent- age of Total	Male	Female	Total	Percent- age of Total
Prince Edward Island.....	367	137	504	0.3	312	129	441	0.3
Nova Scotia.....	2,217	468	2,685	1.8	2,451	663	3,114	1.9
New Brunswick.....				No Registration				
Quebec.....	29,372	7,659	37,031	24.3	40,438	11,276	51,714	31.2
Ontario.....	44,069	12,238	56,307	37.0	40,954	12,444	53,398	32.2
Manitoba.....	11,760	2,477	14,237	9.4	12,706	2,825	15,531	9.3
Saskatchewan.....	13,024	2,930	15,954	10.5	11,423	2,748	14,171	8.5
Alberta.....	8,357	1,337	9,694	6.4	10,710	1,581	12,291	7.4
British Columbia.....	13,879	1,844	15,723	10.3	12,801	2,402	15,203	9.2
Dominion.....	123,045	29,090	152,135	100	131,795	34,068	165,863	100

TABLE VIII—TOTAL NUMBERS OF FULLY EMPLOYABLE PERSONS ON URBAN AID (DOMINION TOTALS), SHOWING PERCENTAGE DISTRIBUTION BY AGE GROUPS

FOR MARCH, 1939, AND MARCH, 1938

	March, 1939			March, 1938		
	Male	Female	Total	Male	Female	Total
16 to 19 years.....	7.9	32.3	12.2	8.3	32.8	12.8
20 to 29 years.....	23.6	24.1	23.7	22.8	25.0	23.2
30 to 39 years.....	26.9	13.2	24.5	26.4	13.9	24.1
40 to 49 years.....	20.5	13.8	19.3	21.2	13.8	19.8
50 to 59 years.....	15.2	10.8	14.5	15.6	9.7	14.5
60 to 69 years.....	5.8	5.7	5.7	5.5	4.6	5.4
70 and over.....	0.1	0.1	0.1	0.1	0.1	0.1
Unspecified.....	0.0	0.0	0.0	0.1	0.1	0.1
Total.....	158,761	33,446	192,207	142,097	32,452	174,549

TABLE IX—TOTAL NUMBERS OF FULLY EMPLOYABLE PERSONS ON URBAN AID (DOMINION TOTALS), SHOWING DISTRIBUTION BY OCCUPATIONAL GROUPS

FOR MARCH, 1939

	Male	Female	Total
Agriculture.....	13,494		13,494
Clerical.....	3,747	488	4,235
Construction.....	18,851		18,851
Finance, insurance.....	59	2	61
Fishing and hunting.....	1,668		1,668
Labourers and unskilled (not agriculture, mining and logging)....	52,381	574	52,955
Logging (and lumber mills).....	4,450		4,450
Manufacturing.....	21,776	1,629	23,405
Mining and quarrying (and smelting).....	2,790		2,790
Service—Professional.....	1,196	333	1,529
Personal (including household domestic, hotel, restaurant, hospital, cleaning).....	4,213	17,140	21,353
Miscellaneous (recreational, governmental, etc.).....	819	278	1,097
Trade.....	13,844	935	14,779
Transportation and communication.....	6,820	67	6,887
Unspecified.....	4	1	5
Never gainfully occupied young persons (16-29 years).....	12,649	11,999	24,648
Total.....	158,761	33,446	192,207

TABLE X—TOTAL NUMBERS OF FULLY EMPLOYABLE PERSONS ON URBAN AID (DOMINION TOTALS), SHOWING DISTRIBUTION BY REPORTED INDUSTRY OF LAST NORMAL EMPLOYMENT

FOR MARCH, 1939, AND MARCH, 1938

Industry of Last Normal or Usual Employment	March, 1939			March, 1938		
	Male	Female	Total	Male	Female	Total
<i>In Primary Industries—</i>						
Farming.....	13,471	35	13,506	12,529	68	12,597
Fishing.....	1,343	3	1,346	1,256	16	1,272
Hunting.....	326	.....	326	177	.....	177
Logging.....	2,923	7	2,930	1,537	11	1,548
Mining.....	3,086	1	3,087	2,439	9	2,448
Sub-total.....	21,149	46	21,195	17,938	104	18,042
<i>In Secondary Industries—</i>						
Communication.....	341	57	398	472	96	568
Construction.....	29,576	15	29,591	29,498	46	29,544
Finance.....	691	24	715	769	43	812
General labour.....	31,328	.....	31,328	21,069	46	21,115
Manufacturing.....	28,413	2,250	30,663	23,942	2,736	26,678
Service.....	7,967	7,842	15,809	9,179	8,235	17,414
Trade.....	12,411	1,144	13,555	13,969	1,576	15,545
Transportation and storage.....	13,761	22	13,783	13,123	53	13,176
Sub-total.....	124,488	11,354	135,842	112,021	12,831	124,852
<i>All Industries Total.....</i>	145,637	11,400	157,037	129,959	12,935	142,894
Unclassified.....	475	10,047	10,522	472	7,886	8,358
Never gainfully employed.....	12,649	11,999	24,648	11,666	11,631	23,297
Sub-total.....	13,124	22,046	35,170	12,138	19,517	31,655
Grand Total.....	158,761	33,446	192,207	142,097	32,452	174,549

GROUP C—PERSONS ON AID IN CITIES

TABLE XI—TOTAL NUMBERS OF PERSONS OF ALL CLASSES ON AID, AND TOTAL NUMBERS OF PERSONS ON AID REPORTED FULLY EMPLOYABLE, IN CITIES OF OVER 25,000 POPULATION

FOR MARCH, 1939, AND AVERAGES FOR THE FISCAL YEARS 1938-39 AND 1937-38

	Popula- tion (1931 Census)	Total Persons on Aid			Fully Employable Persons Only		
		March 1939	Average, Fiscal Year 1938-39	Average, Fiscal Year 1937-38	March 1939	Average, Fiscal Year 1938-39	Average, Fiscal Year 1937-38
<i>Nova Scotia—</i>							
Halifax.....	59,275	5,795	5,288	5,302	1,698	1,516	1,533
<i>Quebec—</i>							
*Hull.....	29,433	457	425	4,407	36	32	1,093
Montreal.....	818,577	123,011	109,855	123,328	37,368	32,254	37,855
Quebec.....	130,594	12,774	10,359	13,840	3,600	2,897	3,974
Sherbrooke.....	28,933	180	219	601	34	41	118
<i>Ontario—</i>							
Brantford.....	30,107	4,840	4,037	3,598	1,222	888	756
Fort William.....	26,277	2,993	1,593	1,366	1,074	484	346
Hamilton.....	155,547	19,404	14,860	11,455	5,072	3,508	2,487
Kitchener.....	30,793	2,046	1,739	1,520	461	354	288
London.....	71,148	5,944	4,898	4,558	1,356	1,012	940
Ottawa.....	126,872	13,873	12,941	15,872	2,756	2,449	3,516
Toronto.....	631,207	75,158	66,001	64,029	26,955	23,200	22,865
Windsor.....	100,000	13,699	12,223	13,665	2,963	2,296	3,003
<i>Manitoba—</i>							
Winnipeg.....	218,785	31,780	28,080	29,846	10,598	9,377	9,819
<i>Saskatchewan—</i>							
Regina.....	53,209	13,003	11,372	10,404	3,243	2,753	2,500
Saskatoon.....	43,291	6,051	5,861	6,383	1,280	1,224	1,334
<i>Alberta—</i>							
Calgary.....	83,761	11,350	11,070	13,430	3,294	3,349	5,057
Edmonton.....	79,197	13,218	11,607	11,971	3,488	3,229	3,799
<i>British Columbia—</i>							
Burnaby.....	26,000	4,442	3,996	4,231	1,518	1,386	1,462
Vancouver.....	246,593	25,310	22,083	22,881	7,512	7,022	7,005
Victoria.....	39,082	1,894	1,353	2,137	531	372	609

*NOTE.—Hull was distributing urban aid in April to August in 1937, October to December in 1938 and January to March in 1939.

X. INTERNATIONAL LABOUR ORGANIZATION (LEAGUE OF NATIONS)

The Department of Labour is charged with important duties arising out of Canada's relations with the International Labour Organization, which is based on co-operation between the governments, the organized employers and the organized workers of the whole world, and was established in association with the League of Nations at the close of the Great War, under the authority of the Treaties of Peace, with the object of securing the improvement of industrial conditions by legislative action and international agreement. It comprises: (1) the *General Conference of Representatives* of the member countries (a complete delegation from each member state consisting of two government representatives, one employers' and one workers' delegate), which meets once a year, or oftener if required, usually at Geneva, and which may be considered the legislative body of the Organization; (2) the *International Labour Office*, which is the permanent secretariat, and which collects and distributes information on all subjects relating to the international adjustment of conditions of industrial life and labour; and (3) the *Governing Body of the International Labour Office*, which, in addition to controlling the Office, is charged with the preparation of the agenda of the annual sessions of the General Conference.

At the close of the fiscal year the International Labour Organization had a membership of fifty-six states, including nearly all the industrial countries of the world. Germany ceased to be a member of the Organization in October, 1935, and the withdrawal of Italy and Japan will become effective in December, 1939, and November, 1940, respectively. At the twenty-four sessions of the Conference which have been held since 1919, sixty-three draft conventions and fifty-six recommendations have been adopted, all of which have been communicated to the member states of the Organization. These draft conventions and recommendations are not binding on the member states, but the latter are under obligation to bring them before the authority, or authorities, within whose competence the matters lie for the enactment of legislation or other action.

In successive Orders in Council adopted on report of the federal Minister of Justice from 1920 to 1939, it was declared that some of the proposals emanating from the annual meetings of the Conference dealt with questions which were within the exclusive jurisdiction of the Dominion Parliament, and that others were within the sphere of provincial authority. Accordingly the draft conventions and recommendations which fell within the latter category were brought to the attention of the provincial authorities, but none of these particular draft conventions have been ratified by the provinces to date, although examination of the provincial laws has shown that the requirements of some of them are met in whole or in part by existing legislation.

With respect to the proposals emanating from the International Labour Conference which were found to be within federal authority, a recommendation was adopted by Order in Council in 1923 with respect to the communication to the International Labour Office of statistical or other information regarding emigration, immigration and the repatriation and transit of immigrants, and subsequently nine draft conventions were ratified by the Dominion Parliament concerning: (1) minimum age for the admission of children to employment at sea; (2) unemployment indemnity in case of loss or foundering of the ship; (3) minimum age for admission of young persons to employment as trimmers or stokers; (4) compulsory medical examination of children and young persons employed at sea; (5) seamen's articles of agreement; (6) the marking of the weight on heavy packages transported by vessels; (7) limitation of hours of

work in industry; (8) weekly rest in industry; and (9) the creation of minimum wage-fixing machinery. Legislation to implement the first six of these conventions has been embodied in the Canada Shipping Act, 1934, which came into effect on August 1, 1936. Measures were also enacted by Parliament in 1935 to give effect to the three last-mentioned conventions, but they remain inoperative as, following a reference made to the Supreme Court of Canada as to the authority of the Dominion Parliament to enact these measures, the judgment rendered was taken to the Judicial Committee of the Privy Council in London, which declared that all three of these Acts were *ultra vires* of the Parliament of Canada.

This branch of the work of the Department of Labour necessitates a close study of the various technical questions which appear on the agenda of the different sessions of the International Labour Conference and of the quarterly meetings of the Governing Body, and entails much correspondence not only with other departments of the Dominion Government, but with the provincial governments and with employers' and workers' organizations all over the Dominion. Replies to the various questionnaires which are circulated on behalf of the International Labour Office are also prepared in the Department of Labour.

The Canadian Government has had an advisory officer resident in Geneva since 1924, in order to keep in close touch with the work of the International Labour Organization and of the League of Nations. Mr. H. Hume Wrong, Permanent Delegate of Canada to the League of Nations, is the present representative at Geneva.

Despite the political crisis, the activity of the International Labour Organization still further increased during the year 1938. Its good relations with governments and with employers' and workers' organizations have been maintained and developed through regular and fruitful collaboration. The number of conventions ratified by member states during 1938 was greater than in previous years, as was the number of requests of European and extra-European governments for the technical assistance of the International Labour Office to prepare or revise their social legislation by taking into account the results achieved or experience gained by foreign countries. Finally, the International Labour Organization has carried on its regular work of research and information in all fields, continuing to study objectively the new problems created everywhere by the development of industry.

The year 1938 was marked by the resignation of Mr. Harold Butler, who had succeeded Mr. Albert Thomas as Director of the International Labour Office in 1932. His successor is Mr. John Winant, formerly Assistant Director, while Mr. Edward Phelan, one of the founders of the organization, is the new Deputy Director. The appointment of Mr. Winant, who has played an important role in the United States of America as Governor of the State of New Hampshire and later as Chairman of the Social Security Board, emphasizes to the whole world the active participation of the United States in the Organization.

TWENTY-FOURTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The International Labour Conference held its Twenty-fourth Session from June 2 to June 22, 1938, at Geneva, Switzerland. This Conference, in which representatives of fifty nations, including many European and overseas Ministers of Labour, took part, was one of the best attended and most interesting to date. There were present 89 government delegates, 34 employers' delegates and 33 workers' delegates, with 254 advisers, making a total of 410 persons who participated in the work of the Conference.

The Canadian delegation to the Conference was made up as follows:—

Government Delegates: Mr. H. H. Wrong, Geneva, Switzerland, Permanent Delegate of Canada to the League of Nations; Mr. Gerald H. Brown, Ottawa, Assistant Deputy Minister of Labour.

Advisers to Government Delegates: Mr. H. B. Chase, Montreal, Assistant Grand Chief Engineer and Dominion Legislative Representative, Brotherhood of Locomotive Engineers; Mr. Charles Beattie, Toronto, Vice-president of the All-Canadian Congress of Labour; Mr. Emile Tellier, Three Rivers, Second Vice-president, La Confédération des Travailleurs Catholiques du Canada, Inc.; Mr. W. T. Burford, Ottawa, Secretary-Treasurer of the Canadian Federation of Labour.

Employers' Delegate: Mr. A. R. Goldie, Galt, President of Goldie and McCulloch Company, Limited, and Past Chairman of the Industrial Relations Committee of the Canadian Manufacturers' Association.

Adviser to Employers' Delegate: Mr. J. M. McIntosh, Toronto, Secretary of the Ontario Division, Canadian Manufacturers' Association.

Workers' Delegate: Mr. Percy R. Bengough, Vancouver, Vice-president of the Trades and Labour Congress of Canada and Secretary of the Vancouver, New Westminster and District Trades and Labour Council.

Adviser to Workers' Delegate: Mr. Raoul Trépanier, Vice-president of the Trades and Labour Congress of Canada and President of the Montreal Trades and Labour Council.

Mr. P. E. Renaud, Secretary to the Permanent Delegation of Canada to the League of Nations, Geneva, acted as secretary to the delegation.

The agenda of the Conference comprised the following items:—

1. Technical and vocational education and apprenticeship;
2. Regulation of contracts of employment of indigenous workers;
3. Recruiting, placing and conditions of labour (equality of treatment) of migrant workers;
4. Regulations of hours of work and rest periods of professional drivers (and their assistants) of vehicles engaged in road transport;
5. Generalization of the reduction of hours of work; and
6. Statistics of hours and wages in the principal mining and manufacturing industries, including building and construction, and in agriculture.

The first five of these questions came up for first discussion only and it was arranged that a definite decision should be taken at the 1939 session on Items 1, 2 and 3. The discussions on the problems of hours of work were of a preliminary nature only and will be continued at the 1939 session of the Conference in connection with the reduction of hours of work in industry, commerce and offices, and in coal mines, and also with regard to the regulation of hours of work and rest periods of professional drivers and their assistants engaged in road transport.

It was decided by the Conference to deal with the sixth item after a single discussion, and a draft convention, aiming at making more easily comparable statistics in various countries on hours of work and wages, was adopted unanimously. Three resolutions to supplement the draft convention were also adopted concerning: (a) statistics of wages and hours of work in agriculture; (b) statistics of real wages; and (c) supplementary statistics of wages and hours of work.

The Conference also adopted five resolutions not relating to items on the agenda but which had been submitted later by different members, concerning: (1) the renunciation of racial discrimination which might affect workers of certain races; (2) improvement of the situation of forestry workers; (3) fixing the maximum weight of loads to be transported by workers; (4) indemnities

due to workers in case of dismissal; and (5) convening of a second regional Conference of American States which are members of the International Labour Organization.

The Conference dealt very fully with the Annual Report of the Director of the International Labour Office, sixty-eight delegates from various countries taking part in the discussion, including the Ministers of Labour of Great Britain, France, Spain and Luxemburg and the Secretary of Labor of the United States of America.

Canada was represented on the following committees: on the Selection Committee by Mr. Wrong (with Mr. Renaud as his substitute); on the Committee on Technical Education and Apprenticeship by Mr. Wrong (with Mr. Beattie as his substitute) and by Mr. Goldie (with Mr. McIntosh as his substitute); on the Committee on Hours of Work in Road Transport by Mr. Wrong (with Mr. Burford as his substitute), who also acted as chairman, and by Mr. Trépanier as substitute member; on the Committee on Statistics by Mr. Brown (with Mr. Tellier as his substitute) and by Mr. Goldie (with Mr. McIntosh as his substitute); and on the Committee on Regularization of the Reduction of Hours of Work by Mr. Goldie (with Mr. McIntosh as his substitute), vice-chairman, by Mr. Brown (with Mr. Chase as his substitute) and by Mr. Bengough.

OTHER IMPORTANT MEETINGS CONVENED BY THE GOVERNING BODY

MEETING OF THE INTERNATIONAL PUBLIC WORKS COMMITTEE

The new International Public Works Committee, set up by the Governing Body of the International Labour Office in accordance with a recommendation of the 1937 International Labour Conference, met for the first time at Geneva from June 27 to June 29, 1938, under the chairmanship of Mr. Carter Goodrich, United States government delegate. The governments of twenty-five countries were represented at this meeting, as follows: Belgium, Brazil, Canada, China, Czechoslovakia, Egypt, Estonia, Finland, France, Great Britain, Greece, Hungary, Luxemburg, Mexico, Netherlands, New Zealand, Norway, Panama, Poland, Spain, Sweden, Switzerland, the Union of South Africa, the United States of America and Yugoslavia. In addition, three representatives of the employers and three representatives of the workers elected by the employers' and workers' members of the Governing Body, respectively, were present as ordinary members of the committee. The meeting was also attended by officials of the Secretariat of the League of Nations, representing the Economic Committee, the Financial Committee and the Communications and Transit Organization, who acted in an advisory capacity.

Canada was represented at this meeting by Mr. H. Hume Wrong, Permanent Delegate of Canada to the League of Nations, Geneva. Mr. Gerald H. Brown, Assistant Deputy Minister of Labour of Canada, who was in Geneva as government delegate to the Twenty-fifth Session of the International Labour Conference, was also in attendance.

This meeting marked a new advance in the action of the International Labour Organization towards securing effective international collaboration in the field of public works.

After a general discussion of the progress made in the different countries by using the advance planning of public works as a means of regulating the volume of employment, the committee examined in detail the various points of a uniform plan, which had been drawn up by the International Labour Office, for the supply of information, and unanimously adopted a resolution asking the Governing Body to invite the member states which have approved the

recommendation of the International Labour Conference concerning international co-operation in respect of public works to communicate to the International Labour Office the information referred to in this recommendation, in accordance as far as possible with the uniform plan as it had been approved by the committee.

CONFERENCE ON SILICOSIS PROBLEMS

A conference of medical experts was held at the International Labour Office from August 29 to September 9, 1938, to study problems connected with silicosis, a lung disease to which many categories of workers are exposed owing to the nature of their work. The conference unanimously adopted certain conclusions which were later approved by the Governing Body of the International Labour Office.

Useful work was done at this meeting, since a greater degree of unanimity was arrived at with regard to the definition of silicosis and the methods of diagnosis, which tended to establish compensation for the disease on a more secure basis. The experts considered that similar conferences should be convened periodically, at intervals of every three years, for example, to study the results achieved in various countries.

The Canadian Government representative on the Committee of Experts of the International Labour Office on Silicosis is Dr. J. Grant Cunningham, Director of the Division of Industrial Hygiene, Department of Health of Ontario, but, as he was unable to attend this meeting, his associate, Dr. A. R. Riddell, clinician in the same department, represented Canada on this occasion.

PREPARATORY TECHNICAL TRIPARTITE CONFERENCE ON THE REDUCTION OF HOURS OF WORK IN RAIL TRANSPORT

As mentioned earlier in this chapter, a first discussion on the question of the generalization of the reduction of hours of work took place at the Twenty-fourth Session of the International Labour Conference in June, 1938, but it was not then found possible to consider the conclusions relating to rail, inland water and air transport which were contained in the International Labour Office's report to the Conference. On the grounds that this question raised special problems which called for particular resolutions adapted to the conditions obtaining in the transport industry, the Conference considered that special international regulations, which might consist of one or more draft conventions, should be contemplated for the industry, and, as a result of a resolution passed by the Conference, the Governing Body entered in the agenda of the 1939 session of the International Labour Conference for a second and final discussion the question of the regulation of hours of work and rest periods of professional drivers (and their assistants) of vehicles engaged in road transport, and also convened a preparatory technical tripartite meeting on March 20, 1939, in order to study the bases of international regulations on hours of work in rail transport.

This meeting, which concluded its deliberations on March 24, 1939, confined itself mainly to studying the International Labour Office's list of points on which governments might be consulted with respect to international regulations for rail transport. It also took note of all the various obstacles which railway undertakings had to face if they were to be able to harmonize their anxiety for the improvement of the conditions of their staff with the necessity of overcoming their material difficulties. It was felt that the conference had been of real value and had solved an important number of technical points.

All the member states of the International Labour Organization had been invited to send to this preparatory meeting tripartite delegations consisting of one government, one employers' and one workers' representative, and seventeen

countries in all were represented, although only ten of them sent complete tripartite delegations. The Governing Body was represented on all three groups and the work of the conference was also followed by the Secretary of the International Federation of Transport Workers and several members of the British railway workers' organizations.

Canada did not send a delegation to the meeting but was represented by Mr. H. Hume Wrong, Permanent Delegate of Canada to the League of Nations in Geneva.

THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body of the International Labour Office, which is elected triennially by the International Labour Conference, besides being charged with the general supervision of the International Labour Office and with the preparation of the agenda of the annual Conference of representatives of the member states, decides the measures to be taken to give effect to resolutions of the Conference, appoints advisory and technical committees of experts from different countries on a wide range of subjects and decides what steps should be taken in the light of their conclusions.

Prior to 1934, the Governing Body consisted of twenty-four members, twelve representing governments, six representing employers and six representing workers. In order to meet criticism that this number did not permit of the adequate representation of countries outside Europe, the constitution was amended and the number raised to thirty-two, with a stipulation that six of the government members, two of the employers' members and two of the workers' members must belong to non-European states. Of these thirty-two members, sixteen represent Governments, eight represent employers and eight represent workers.

Of the sixteen members representing governments, eight are nominated by the states "of chief industrial importance"—Canada, France, Great Britain, India, Italy, Japan, the Union of Soviet Socialist Republics and the United States of America. The remaining eight are appointed by states selected for the purpose every three years by the general body of the government delegates at the International Labour Conference representing states other than those "of chief industrial importance". The eight employers' representatives and the eight workers' representatives are elected every three years by the employers' and workers' delegates, respectively, at the Conference.

It is laid down in the Standing Orders of the Governing Body that its chairman, who must be elected annually, shall be chosen under a system of rotation from European and non-European countries, from states "of chief industrial importance" and from the other states. The Government of Canada was honoured by having its representative on the Governing Body, who is the Permanent Delegate of Canada to the League of Nations, elected chairman for the year 1936.

Besides being included in the Government Group of the Governing Body, Canada has a deputy membership in the Workers' Group through the election at the triennial meeting held in June, 1937, of Mr. P. M. Draper, President of the Trades and Labour Congress of Canada.

The Governing Body usually meets quarterly. During the fiscal year 1938-39 four meetings were held, as follows:—

83rd Session at Geneva, April 28-30, 1938.

84th Session, at Geneva, May 31 and June 4, 1938.

85th Session, at London, October 25-27, 1938.

86th Session, at Geneva, February 2-4, 1939.

Standing committees have been set up by the Governing Body of the International Labour Office to advise it on various questions, and the Canadian

Government is represented by Mr. H. Hume Wrong, the Permanent Delegate of Canada to the League of Nations resident in Geneva, as a full or deputy member of the committees on Finance, Standing Orders, Periodical Reports, Cost of Living and Agricultural Work.

In addition to the foregoing committees, which are composed exclusively of members of the Governing Body, various other committees have been set up, membership in which is not confined to the Governing Body itself. Of these, Canada is represented on the following: Mixed Advisory Agricultural; Permanent Agricultural; Management; Public Works; Accident Prevention; Social Insurance; Automatic Coupling; Industrial Hygiene; Workers' Spare Time; Joint Maritime Commission; Women's Work; Statistical Experts; and Unemployment Insurance and Placing.

These committees of experts and specialists are set up in order that the International Labour Organization may always be sure of receiving competent advice for its diverse tasks. Some of them are especially qualified to represent the interests and desires of certain categories of workers, manual or non-manual; others are intended rather to aid the Office in various fields of scientific research.

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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1940



OTTAWA
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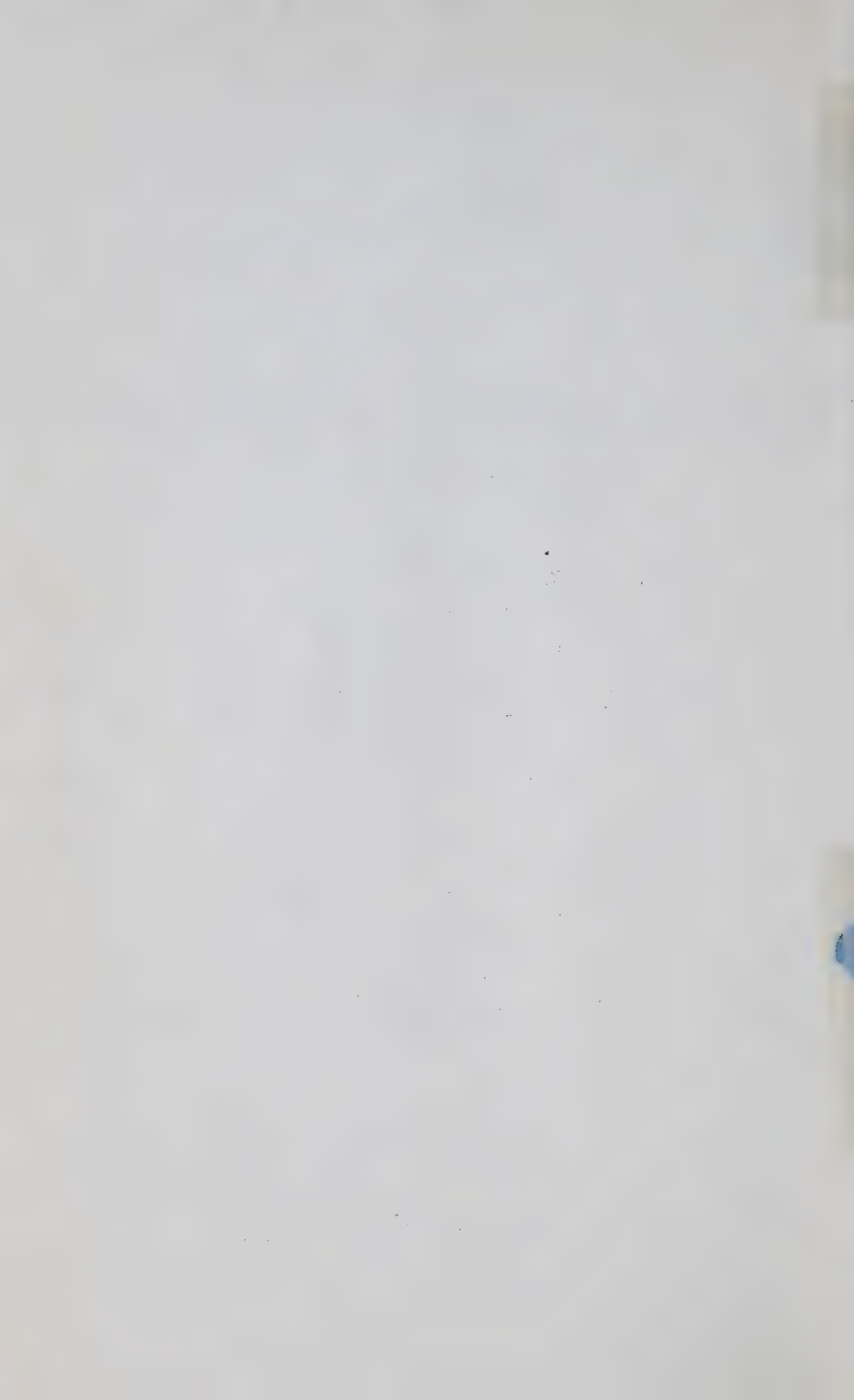
DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1940



OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1940



*To His Excellency the Right Honourable the Earl of Athlone, K.G., P.C., G.C.B.,
G.C.M.G., G.C.V.O., D.S.O., Governor General and Commander-in-Chief
of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1940, all of which is respectfully submitted.

NORMAN A. McLARTY,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1940

To the Hon. NORMAN A. McLARTY,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ending March 31, 1940.

During the year the Department administered the following statutes: Labour Department Act; Conciliation and Labour Act; Industrial Disputes Investigation Act; Government Annuities Act; Employment Offices Co-ordination Act; Technical Education Act; Combines Investigation Act; The Unemployment and Agricultural Assistance Act, 1939; and The Youth Training Act, 1939. The Department also continued to administer the Fair Wages Policy of the Government of Canada, as set forth in Orders in Council passed in 1922, 1924 and 1934 and in The Fair Wages and Hours of Labour Act, 1935, and to carry on the work arising out of Canada's relations with the International Labour Organization.

Detailed information concerning the regular activities of the Department is given in succeeding chapters of the present report. It may be of interest, however, to present herewith a brief summary of new or enlarged duties which have been undertaken since the declaration of war in September, 1939.

Acceleration of the Government's defence program greatly increased the work involved in the administration of the Fair Wages Policy. Regulations setting forth wages scales and conditions of labour were prepared for inclusion in all government contracts for the construction of defence projects and the manufacture of munitions and of supplies and equipment for the military, naval and air forces. Extensive inspection was also necessary in order to ensure the observance of the labour conditions and the payment of the wages specified in these contracts.

Under the provisions of the War Measures Act an Order in Council was passed on November 7, 1939, extending the scope of the Industrial Disputes Investigation Act to cover disputes between employers and employees engaged in war work. This work was defined as including the construction, execution, production, repairing, manufacture, transportation, storage or delivery of munitions of war or supplies, and also the construction, remodelling, repair or demolition of defence projects.

During the year the Employment Service of Canada conducted a nationwide voluntary registration of skilled and semi-skilled labour with a view to maintaining an adequate supply thereof to meet wartime industrial requirements. At the request of the Department of National Defence the offices of the Employment Service also undertook to register ex-members of British and Canadian air services who were willing to re-enlist as tradesmen.

The Dominion-Provincial Youth Training Program was quickly adapted to meet wartime requirements. Greater stress was laid upon the training of

aeroplane mechanics and workers for war production industries. Physical training and instruction in citizenship also received additional emphasis.

An Order in Council passed on October 21, 1939, authorized the distribution of direct relief to the necessitous dependents of interned enemy aliens for the period ending March 31, 1940. The Dominion Government undertook to meet the entire cost involved, but arrangements were made with the provincial and municipal authorities to distribute this relief through existing channels.

Immediately following the outbreak of hostilities the Wartime Prices and Trade Board was established by Order in Council under the provisions of the War Measures Act. The Board, which reports to the Minister of Labour, was clothed with wide powers to protect the consuming public from undue enhancement of price of the necessities of life or restriction of the supply of such commodities.

I have the honour to be, Sir,

Your obedient servant,

W. M. DICKSON,
*Deputy Minister of Labour and Registrar of
Boards of Conciliation and Investigation.*

April 6, 1940.

I. LABOUR DEPARTMENT ACT

The Department of Labour operates under the authority of the Labour Department Act (Chapter 111 of the Revised Statutes of Canada, 1927). Section 4 of this statute provides that:—

With a view to the dissemination of accurate statistical and other information relating to the conditions of labour, the Minister shall collect, digest, and publish in suitable form statistical and other information relating to the conditions of labour, shall institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue at least once in every month a publication to be known as the *Labour Gazette*, which shall contain information regarding conditions of the labour market and kindred subjects, and shall be distributed or procurable in accordance with terms and conditions in that behalf prescribed by the Minister.

In accordance with this provision a labour information service has been maintained by the Department since its establishment in 1900.

THE LABOUR GAZETTE

The *Labour Gazette* has been issued monthly in English and French since September, 1900, its publication being one of the original functions of the Department of Labour, prescribed by Section 10 of the Conciliation Act of 1900 (now Section 4 of the Labour Department Act).

Maintaining a continuous record of labour legislation, employment and unemployment, wages and hours of labour, trends in prices and the cost of living, industrial disputes, activities of labour organizations, industrial relations programs, etc., the *Labour Gazette* has reflected the industrial, social and economic conditions prevailing in Canada during the last forty years.

One of the particular functions of the Department is the promotion of industrial harmony, and prominence is therefore given in the *Labour Gazette* to proceedings under the Industrial Disputes Investigation Act and the Conciliation and Labour Act. Under the former, reports of Boards of Conciliation and Investigation are published in accordance with the requirements of the statute, and under the latter, summaries are given of the more important cases dealt with by the Department's conciliation service.

Information is also given concerning the administration of the Fair Wages Policy of the Government of Canada, the Employment Offices Co-ordination Act, the Combines Investigation Act, the Government Annuities Act, the Technical Education Act, the unemployment relief legislation and the Youth Training Act.

Included in the statistical information published in the *Labour Gazette* is a monthly record of strikes and lockouts in Canada and in other countries. There is also published each month a statistical analysis of prices, wholesale and retail, in Canada, indicating trends in the cost of living and showing the prices of staple articles together with index numbers of price movements over a period of years, similar statistics compiled from records in other countries being given for purposes of comparison. Periodical statements and tables appear indicating the trend of employment and the extent of unemployment in Canada and in the various provinces and municipalities. Statistical information on changes in wages and hours of labour is presented from time to time in special articles. Administrative activities under existing Dominion and provincial Acts relating

to labour, together with legal decisions affecting labour, are also covered regularly in the *Labour Gazette*. The conventions and other activities of trade unions are described, with particular reference to legislative proposals put forward by organized labour. Reference is also made to the activities of employers' organizations in the field of industrial relations and to the progress of the movement for the prevention of industrial accidents. A special section records the work of the International Labour Organization (League of Nations), the draft conventions and recommendations adopted by that body being published in full.

Since the outbreak of the war in September, 1939, a monthly record has been maintained in the *Labour Gazette* of the activities of the Wartime Prices and Trade Board, and also the effect of the war on labour standards and social legislation in the various belligerent countries.

The average monthly distribution of the *Labour Gazette* during the calendar year 1939 was 11,687 (9,534 English and 2,153 French), an increase of 184 copies compared with the average monthly distribution in 1938. The average monthly paid circulation was 5,903 copies, of which 4,791 were of the English and 1,112 of the French edition. A nominal subscription of 20 cents a year is charged, the purpose of the subscription being to keep the distribution within the limits of actual demand rather than to meet the cost of production. In addition to the paid circulation, the *Labour Gazette* is issued gratuitously to certain public bodies and institutions, as well as to persons who from time to time supply information required by the Department. The average monthly distribution of complimentary copies was 5,784, of which 4,743 were of the English and 1,041 of the French edition. At the close of each year a limited number of volumes are bound, with a classified index, and sold to subscribers at \$2 a volume.

STATISTICAL BRANCH

Statistical and other information as to strikes and lockouts, changes in prices and the cost of living, wages and hours of labour, industrial agreements and industrial accidents is collected and compiled by the Statistical Branch of the Department and published in the *Labour Gazette* or in special supplements thereto. The information as to wages is used also in connection with the administration of the Fair Wages Policy of the Dominion Government and for the determination of wages for certain classes of Dominion Government employees on prevailing rates under the Civil Service Act, data being furnished to the various departments for this purpose as required. The information collected and compiled is further used in connection with the settlement of industrial disputes and negotiations for agreements as to wages and working conditions, not only by conciliation officers of the Department and Boards of Conciliation and Investigation under the Industrial Disputes Investigation Act, but also by employers and employees, who secure on request, regularly or from time to time, special compilations for this purpose. The Department also receives numerous requests for such information from persons interested in the establishment or development of industries and from those engaged in the study of labour and social problems.

Since the establishment in 1918 of the Dominion Bureau of Statistics, in accordance with the provisions of the Statistics Act (Chapter 190 of the Revised Statutes of Canada, 1927) the Department of Labour has co-operated with the Dominion Statistician in collecting and publishing the aforementioned statistics in close association with statistics of general economic and social conditions as organized in the Dominion Bureau of Statistics.

STRIKES AND LOCKOUTS

A record of strikes and lockouts has been published each month since November, 1900, in the *Labour Gazette*. A review, with a statistical analysis

for each calendar year, is published in the February or March issue in the year following. A strike or lockout, included as such in the record, is a cessation of work involving six or more employees for at least one working day or causing a time loss of at least ten man working days. The statistical compilation includes only workers directly affected, that is, those on strike or locked out, but the employees indirectly involved, that is, unable to work because of the stoppage, are shown in footnotes where the number is important. A separate record of minor disputes is maintained. While the number of these is usually small, 16 were reported during 1939, involving 417 employees and causing a time loss of 77 man working days.

Information as to the occurrence of a strike or lockout is secured through newspapers, from correspondents of the *Labour Gazette*, from the officers of the Department in touch with disputes and negotiations, from labour organizations or other representatives of workers involved and from employers concerned. A statement as to each dispute showing causes, dates, results, etc., is secured, if possible, from the representatives of each party.

The number of strikes and lockouts in Canada during 1939 was smaller than in the previous year, 122 as compared with 147, but the number of workers involved in 1939 was more than twice as great as in 1938, 41,038 as compared with 20,395. The figures as to time loss, 224,588 man working days, also showed a marked increase in 1939 over those for 1938, when the total time loss was 148,678 man working days, the smallest number recorded since 1930. The number of disputes was smaller than in any of the three preceding years and smaller also than in 1933 and 1934 but exceeded the number in any of the other years since 1921. The number of employees involved, while smaller than in 1937 or in 1934, exceeded the number in any other year since 1922. The time loss in man working days was smaller than in any year since 1932 with the exception of 1938 but exceeded the loss in any year between 1926 and 1932. The year 1939 was marked by disputes involving workers in the coal mining industry, particularly in Nova Scotia. The number of disputes in this industry and the number of workers involved were greater than in any other year in the record, although the total time loss was exceeded in 16 of the 39 years of the record. More than one-third of the total number of disputes in 1939, about three-quarters of the number of workers and nearly one-half of the total time loss were in this industry. About one-third of the number of disputes were in manufacturing, comprising about twenty per cent of the number of workers and thirty-six per cent of the total time loss.

The most important disputes during 1939 were those involving rubber factory workers in three strikes at Kitchener, Ont., in February, in April and in May; fish handlers at Lockeport, N.S., from October to December; coal miners at Blairmore, Alta., in January and February; coal miners at Estevan, Sask., from October to December; gold miners at Pioneer Mines, B.C., beginning in October and terminated at the end of the year; knitting factory workers at Brantford, Ont., in December; and textile factory workers at St. Jerome, P.Q., in October. Several strikes of coal miners in Nova Scotia involved large numbers of workers for only a few days.

The predominant cause of disputes, as in most of the years in the past, was the demand for increases in wages, 30 in number, with 6 regarding increases in wages and other changes. No disputes were recorded as primarily for changes in hours. There were, however, 22 regarding "other causes affecting wages and working conditions", an unusually large number, and these occurred chiefly in coal mining. There were 11 disputes as to union recognition and 35 as to all union questions, closed union shop, union agreements, etc., these comprising as in 1936, 1937 and 1938, a considerable proportion of all disputes.

Twenty per cent of the workers involved in all disputes were successful and nearly forty per cent were partially successful, while slightly over forty per cent were unsuccessful.

Forty-four disputes, or more than one-third of the total, occurred in Nova Scotia (mainly in coal mining). These involved nearly three-quarters of all workers involved in disputes during the year and resulted in somewhat less than one-half of the total time loss. Ontario was affected by the next largest number of strikes, 34, involving one-eighth of the workers and causing slightly over one-quarter of the time loss. In Quebec there were 18 disputes and in Alberta ten, the latter all in coal mining. There were two small disputes in Prince Edward Island, four each in British Columbia and Manitoba and five in New Brunswick. In Saskatchewan there was only one dispute, involving 400 coal miners, with a time loss of 14,000 man working days. There were no strikes of an interprovincial nature during the year.

Nearly one-third of the disputes were settled by direct negotiations between the parties involved, nearly one-third by conciliation or mediation, and one-third by return of workers. The disputes in the last category involved over 25,706 workers out of 41,038 in all disputes during the year. Most of these were in coal mining, an industry in which it is generally the rule under agreements that strikers must return to work before negotiations or an investigation may take place. There were only eight disputes recorded as settled by replacement of workers and these involved comparatively few strikers. Of the disputes settled by conciliation, 22 were in manufacturing and ten in mining.

Information as to strikes and lockouts in other countries is given in the *Labour Gazette* each month and also in the annual review of strikes and lockouts for each calendar year, which appears early in the following year. The review of 1939 appeared in the *Labour Gazette* for March, 1940. For many countries complete information is not available until some time later, in some cases not for two or three years. In Great Britain and Northern Ireland the preliminary figures recorded 930 strikes as beginning during 1939, which involved 336,000 workers and resulted in a time loss of 1,340,000 man working days. While the number of strikes and the number of workers involved were greater in 1939 than in the previous year, the total time loss was practically unchanged. In the United States of America preliminary figures record 2,382 strikes as beginning during 1939, involving 1,155,399 workers and resulting in a time loss of 17,700,199 man working days. While the number of strikes beginning during 1939 was smaller than in the previous year, the other figures were nearly twice as large. In times of national emergency many countries restrict the right to strike or do not publish or allow to be published details of industrial disputes.

WAGES AND HOURS OF LABOUR

Information as to wages and hours of labour is secured annually by the Department from employers and from labour organizations, and from time to time in connection with strikes and lockouts; arbitration, conciliation and mediation in industrial disputes; proceedings under the Industrial Disputes Investigation Act; preparation of fair wages schedules, etc. Each year representative employers in various industries are requested to fill in schedules with data showing the wages of the principal classes of labour in their employ, hours of work per day and per week, rates of pay for overtime work, Sundays and holidays, and other conditions of employment, such as bonus payments, profit sharing, old age pensions or other welfare plans, annual vacation and sick leave with pay, and to furnish information as to collective agreements. Labour organizations are requested to furnish data as to wages, hours of labour and other working conditions and also copies of agreements with employers or schedules of wages and working conditions in force. Officers of the Department and *Labour Gazette* correspondents resident in the principal industrial centres assist in the collection of these reports and related information. Since its establishment the Department

has collected, so far as possible, on their consummation, copies of collective agreements between employers and labour organizations or other representatives of labour and has printed or summarized them in the *Labour Gazette*. Files of these are maintained for reference.

Tables of rates of wages and hours of labour for the principal classes of workers in various industries are compiled from the information secured and are published in a supplement to the *Labour Gazette* early in the year. These tables show rates for the calendar year just ended, with comparative figures for preceding years.

The supplement to the *Labour Gazette* for March, 1940, Report No. 23 in the series on Wages and Hours of Labour, contained figures for 1929, 1938 and 1939, and also for certain years back to 1920 in the case of building trades, metal trades, printing trades, electric railways and steam railways. A table of index numbers back to 1901 for various groups of trades, based on wages in 1913 as 100, was also given. The index numbers for the period 1901 to 1920 were first published in March, 1921. In recent reports the group index numbers for each year since 1901 were averaged, being weighted according to the number of employees in each group, and the figures so obtained were included in the table. An appendix on wages and hours of labour under provincial legislation and on Dominion Government contracts contained data as to minimum wage rates and maximum hours of labour established by provincial boards and commissions and also as to wage rates and hours of labour specified in collective agreements in various industries and districts, made obligatory for all employers and workers in such industries and districts under the Quebec Collective Labour Agreements Act, 1938, and similar statutes in Quebec since 1934, and under the Industrial Standards Acts of the Provinces of Ontario and Alberta, 1935, Nova Scotia, 1936, and Saskatchewan, 1937. Other appendices contained summary tables of figures collected and published by the Dominion Bureau of Statistics as to wages in agriculture, secured through crop correspondents, and as to average earnings of employees on steam railways and in coal mines, with figures as to average numbers of employees and time worked during 1938 and certain preceding years.

During 1939 there was a continuation to a slight extent of the upward movement in wage rates which began in 1934 but the increases were not as great as in 1938. The average index number for all the groups included was 198.3 in 1939, as compared with 197.4 in 1938, 191.7 in 1937, 178.6 in 1936, 175.4 in 1935, 170.5 in 1934, 168.3 in 1933, 177.7 in 1932, 189.1 in 1931 and 197.1 in 1930. The index is based on rates in 1913 as 100. For the various groups of trades and classes of labour included in the calculation the index numbers for 1939 were as follows: building trades, 170.7; metal trades, 189.8; printing trades, 191.5; electric railways, 194.9; steam railways, 204.3; coal mining, 174.5; common factory labour, 201.4; miscellaneous factory trades, 211.8; and logging and sawmilling, 194.3. The index number shows average increases of somewhat less than 1 per cent in miscellaneous factory trades, building trades and common labour in factories; one-half of 1 per cent or less for printing trades, electric railways, metal trades and coal mining. Decreases in logging and sawmilling averaged over 1 per cent. The average increase for all groups (weighted according to the approximate number of employees) was 0.4 per cent. Steam railway employees' rates were unchanged. In coal mining, in Alberta, a small number of mines increased wages. In manufacturing most of the industries had average increases of less than 1 per cent. Some, however, showed increases of more than 2 per cent, including leather tanning, production of electric batteries and shirt manufacturing. The increase averaged between 1 and 2 per cent in the bread and cake, biscuit, brewing, carriage and truck body, radio, sheet metal and rubber industries.

PRICES AND COST OF LIVING

The publication each month in the *Labour Gazette* of a table of retail prices of staple foods, fuel and lighting, and rentals of workingmen's houses in the industrial centres throughout Canada was commenced in 1910 and has been continued since that time. Since 1920 the figures published have been those secured by the Dominion Bureau of Statistics from representative butchers, grocers, dairies, etc., in each city, supplemented by information secured by *Labour Gazette* correspondents, particularly as to fuel and rentals. The localities covered have been chiefly those with a population of 10,000 and over. Changes in price levels have been shown monthly since 1914 in a table giving the cost per week of a list of staple foods, fuel and lighting, and rent, entering into a family budget and calculated in terms of the average prices for the Dominion. Annual averages were used for the period of 1910 to 1913, and monthly averages thereafter, while figures for December, 1900, and December, 1905, were also available. This list having been first constructed for the year 1910, the items included are only those for which figures were collected that year. While the quantities of the various items used in the calculation were determined according to their relative importance in workingmen's family expenditure, the list was not designed to show the actual expenditure of an average family or the cost of a minimum or any other standard of living, but merely to indicate the changes in price levels. An index number of changes in the cost of living, including clothing and sundries, as well as food, fuel and lighting, and rent, has been published monthly since February, 1927, giving comparative figures back to 1913, the base period, which is represented by 100. The *Labour Gazette* has also contained each month summary tables of index numbers of wholesale prices for the principal groups of commodities, compiled and published by the Dominion Bureau of Statistics. Tables of index numbers of prices, wholesale and retail, in the countries throughout the world for which such figures are available have been published quarterly, with an account each month of any important changes in prices in various countries. The index number of changes in the cost of living, based upon prices in 1913 as 100, was about 4.5 per cent higher at the end of the fiscal year ended March, 1940, than at the end of the previous fiscal year, the figures being 136 and 130, respectively. The advance occurred after the outbreak of war, the index at the beginning of September, 1939, being at the same level as at the beginning of March, 1939. The increase was due mainly to an upward movement in the food, clothing and fuel groups. Between the end of 1929 and the summer of 1933, when the low point was reached, there was a substantial decline in retail prices and the cost of living, the index for "all items" having fallen from 160 to 120 or 25 per cent. At the beginning of March, 1940, the index was about 13 per cent higher than at the low point but it was still about 15 per cent lower than at the end of 1929.

The index for the food group was 111 for March, 1939, 110 for September, 1939, and 119 for March, 1940. The decrease between December, 1929, and February, 1933, the low point for the group, was 43 per cent, while the figure for March, 1940, was 31 per cent above this low point. The index for the clothing group was 117 for March, 1939, 118 for September, 1939, and 126 for March, 1940. These figures compare with 107 in the summer of 1933 and 156 in December, 1929. The index of rentals for workingmen's houses changed little during the year under review. Some comparative figures for certain dates are 149 for March, 1940; 148 for March, 1939; 128 in the spring of 1934, the low point for this group; and 158 at the end of 1929. The index for the fuel and lighting group was 141 for March, 1939; 138 for September, 1939; and 146 for March, 1940. From 157 for December, 1929, the index for the group declined to 140 in July, 1933. Changes were slight between the latter date and September, 1939.

In wholesale prices the index number calculated by the Dominion Bureau of Statistics and based upon prices in 1926 as 100 advanced about 13 per cent between August and December, 1939, following a period of relative stability in the first eight months of that year. There was a further advance during the first three months of 1940, the index for March, 1940, being about 15 per cent higher than for August, 1939. The advance since August, 1939, was due in large part to higher prices for grains, milled products, vegetables, hides, leather, live stock, milk products, raw textiles and certain textile fabrics, wood pulp, scrap iron, and certain non-ferrous metals. Between the end of 1929 and the low point of the depression reached in February, 1933, there was a decline of 34 per cent. Considerable advance has been experienced since 1933 but the index in April, 1940, was still about 13 per cent lower than at the end of 1929. It was lower also than during the greater part of 1937. Comparative figures for the index number at certain dates are 83·2 for March, 1940; 81·7 for December, 1939; 72·4 for August, 1939; 73·4 for March, 1939; 87·6 for July, 1937, the highest point reached since 1930; 63·5 for February, 1933, the low point in recent years; and 96·0 for December, 1929.

A survey of family living conditions in Canada, including nutrition and the quantities and cost of all items entering into the family budget, was made by the Dominion Bureau of Statistics in September, 1938, the information as to food consumption and expenditure being secured again in February, 1939, in order to cover the winter season. This was the first comprehensive survey of this kind in Canada and was made in accordance with a recommendation of the Conference of British Commonwealth Statisticians in Ottawa in 1935. Such a survey had also been previously recommended for various countries at a conference of official labour statisticians convened by the International Labour Office at Geneva in 1926.

The object of the survey was to provide adequate information as to actual standards of living, income, expenditure and living conditions of families representative of large homogeneous sections of the population and to provide weights for the calculation of cost of living index numbers. The table showing the changes in the cost of a weekly list of staple foods, fuel and light and house rentals, published monthly in the *Labour Gazette* since 1915 and annually since 1910, was constructed from information from miscellaneous sources, and the quantities and weights used for the items included were necessarily arbitrary. A survey of this kind had been advocated from time to time by labour organizations, particularly in recent years. An interdepartmental committee consisting of representatives of the Departments of Health, Agriculture, and Labour, and of the National Research Council and the Dominion Bureau of Statistics, with the Dominion Statistician as chairman, was set up in 1937 to plan the survey.

Field agents of the Dominion Bureau of Statistics visited typical families of wage-earners and lower-salaried workers in Halifax, Charlottetown, Saint John, Quebec, Montreal, Ottawa, Toronto, London, Winnipeg, Saskatoon, Edmonton and Vancouver. Information was secured from 1,439 families with annual earnings of between \$450 and \$2,500. The compilation of the data will make possible the construction of index numbers of changes in retail prices and the cost of living, weighted according to the importance of the various commodities and services in family expenditure.

FATAL INDUSTRIAL ACCIDENTS

During 1939 the Department continued its record of fatalities from accidents to workers during the course of their employment or arising out of it or resulting from industrial diseases. Figures as to such fatalities, with information as to causes, were published quarterly in the *Labour Gazette*, and a summary for the calendar year, together with a statistical analysis, appeared in the issue for March, 1940. As in previous years, information was secured from

the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., and from *Labour Gazette* correspondents and newspapers. Supplementary lists showing fatalities reported too late for inclusion in previous lists were also given.

During 1939 the number of fatalities reported (preliminary figure) was 1,031, as compared with the corresponding preliminary figure of 1,114 for 1938, the final figure for 1938, after revision from later reports, being 1,167. There was no major disaster resulting in the loss of a large number of lives during the year under review. The most serious accident occurred on October 9 at Quarryville, N.B. where six loggers were killed when a truck skidded into a bridge abutment, the brakes having failed. On March 2, four hotel employees lost their lives in a fire that destroyed a hotel at Halifax, N.S. On October 26, four miners lost their lives following a rock burst in a mine at Kirkland Lake, Ont. When an electric train struck their car, near Burnaby, B.C., a highway construction foreman and two labourers were killed, on March 9. On May 13, three loggers were drowned in Lesser Slave Lake, Alta., when their boat burned. Two engineers and a brakeman were killed in a collision of two trains, near Sprague, Man., on September 11. When a freighter crashed into their schooner, in the St. Lawrence River, near Deschailions, P.Q., three members of the crew were drowned on July 22. A sewage inspector and two labourers were asphyxiated and drowned in a septic tank, at Galt, Ont., on July 11. On December 31, three coal miners were gassed in a mine at Cadomin, Alta.

The industries for which increases in the number of fatal accidents were shown in 1939 as compared with 1938 were transportation, agriculture, service, and electric light and power, while there were decreases in mining, construction, manufacturing, logging and trade. The industry showing the greatest number of fatalities was transportation, with 174, of which 79 were in steam railways, 53 in water transportation and 27 in local and highway transportation. In the previous year the total for the industry was 166. In agriculture there were 162, as compared with 156 in 1938. In mining the number decreased from 253 in 1938 to 161 in 1939. Of these 113 were in metal mining and 34 in coal mining. In manufacturing there were 105 fatalities, including 38 in saw and planing mills, 25 in iron and steel and its products, 10 in non-metallic mineral products, 7 in pulp and paper and 7 in chemical and allied products. In construction there were 127 fatal accidents, of which 61 were in connection with buildings and structures and 46 on highway and bridge construction. In logging there were 141 fatalities; in service, 70, including 39 in public administration and 15 in personal and business service; in trade, 38; in fishing and trapping, 28; and in electric light and power, 25.

An analysis of fatal accidents according to causes shows the largest number, 291, under the category "by moving trains, vehicles, etc." Of these 105 were in connection with "automobiles and other power vehicles and implements"; 62 were accidents to persons struck or run over or crushed by cars and engines, 41 of these being engaged in steam railways; 57 were in connection with water craft; 19 were caused by animal-drawn vehicles and implements; 15 were due to derailments and collisions; and 15 were accidents to persons falling from cars or engines. Falls of persons caused 194 fatalities, including 65 falls "into pits, shafts, harbours, rivers, etc."; 61 from elevators; and 29 from loads. Fatalities numbering 174 were caused by "falling objects", of which 70 were caused by falling trees and limbs and 60 by objects falling in mines and quarries. "Dangerous substances" caused 142 fatalities, of which 40 were caused by electric current, 33 by explosives, 19 by hot and inflammable substances, 16 by conflagrations and 16 by gas fumes. "Handling of objects" caused 33 fatalities; 29 were caused by animals; and 38 were due to industrial disease, strain, etc.

The classification of fatal accidents according to provinces shows 375 in Ontario, 232 in Quebec, 196 in British Columbia, 61 in Nova Scotia, 51 in Alberta, 42 in Manitoba, 36 in Saskatchewan, 29 in New Brunswick, 7 in Prince Edward Island and 2 in the Yukon and Northwest Territories.

LABOUR INTELLIGENCE BRANCH

In the Labour Intelligence Branch is prepared the annual report on Labour Organization in Canada. In addition, this Branch secures information on organizations in industry, commerce and the professions in the Dominion; summarizes for publication in the *Labour Gazette* convention proceedings of the larger labour organizations in Canada and the United States of America; conducts correspondence in connection with trade union activities and other related work; maintains the subscription lists of the *Labour Gazette*, as well as the accounts of this and other publications issued by the Department for which a charge is made; and prepares for the Auditor General a detailed monthly statement of the revenue received, the monies being deposited in the Bank of Canada.

A clipping bureau maintained in the Branch supplies to the various branches of the Department daily information obtained from the leading newspapers in Canada, as well as from certain British, American and Australian papers. Additional information is secured from the large number of labour papers and trade union journals received in the Department. The latter are indexed and filed, and those of value for reference purposes are bound.

LABOUR ORGANIZATION IN CANADA

The twenty-ninth annual report on Labour Organization in Canada, covering the calendar year 1939, briefly defines the composition and development of the main organizations of wage-earners in the Dominion and also gives statistics and other information respecting membership, benefits, labour periodicals, etc.

According to the report, labour organizations in Canada are divided into two groups—(1) local branches of international organizations, the membership of which is chiefly in the United States of America and Canada, and (2) unions which are purely Canadian.

In the first group are organizations directly or indirectly connected with the American Federation of Labor and the Congress of Industrial Organizations, as well as the four independent railway organizations in train and engine service. Fifty-eight international central bodies are reported as having affiliated the whole of their Canadian membership with the Trades and Labour Congress of Canada, which also has in affiliation five purely Canadian central organizations, as well as one hundred and four directly chartered unions.

The second group, i.e., the Canadian bodies, of which there are twenty-nine, may be classified according to affiliation as follows: the Trades and Labour Congress of Canada, established at Toronto in 1873; the All-Canadian Congress of Labour, organized at Montreal in 1927; the Confederation of Catholic Workers of Canada, formed at Hull in 1921; the Canadian Federation of Labour, established at Winnipeg in 1936; and the various other Canadian central labour bodies and independent local units.

In the international group there were at the close of the year 95 organizations, having 2,091 local branches, an increase of 5 as compared with the year 1938, with a combined reported membership of 216,661, a loss of 13,886.

The Canadian central organizations, including the National Catholic unions, had a combined reported membership of 122,886, comprised in 1,120 local branch unions, a loss of 22 branches and 19,066 members.

There were 85 independent local units, 74 of which reported a combined membership of 19,420, a gain of 23 local units and 6,880 members.

According to information furnished the Department by officers of the various labour bodies and that secured from other reliable sources, at the close of 1939 there were in Canada 3,296 local branch unions of all classes, a decrease of 22, divided as follows: international, 2,091; Canadian, including the National Catholic unions, 1,120; and independent units, 85. The combined membership in the 3,296 local branch unions, as reported to the Department, was 358,967, apportioned among the various groups as follows: international, 216,661; Canadian, including the National Catholic unions, 122,886; and independent, 19,420.

The total trade union membership and the total number of local branches of all classes of organized labour bodies in Canada, as reported to the Department for the past 29 years, have been as follows:—

Year	Branches	Member- ship	Year	Branches	Member- ship
1911.....	1,741	133,132	1925.....	2,494	271,064
1912.....	1,883	160,120	1926.....	2,515	274,604
1913.....	2,017	175,799	1927.....	2,604	290,282
1914.....	2,003	166,163	1928.....	2,653	300,602
1915.....	1,883	143,343	1929.....	2,778	319,476
1916.....	1,842	160,407	1930.....	2,809	322,449
1917.....	1,974	204,630	1931.....	2,772	310,544
1918.....	2,274	248,887	1932.....	2,725	283,576
1919.....	2,847	378,047	1933.....	2,707	286,220
1920.....	2,918	373,842	1934.....	2,740	281,774
1921.....	2,668	313,320	1935.....	2,728	280,704
1922.....	2,512	276,621	1936.....	2,884	322,473
1923.....	2,487	278,092	1937.....	3,258	384,619
1924.....	2,429	260,643	1938.....	3,318	385,039
			1939.....	3,296	358,967

Trade Union Branches by Provinces.—The province of Ontario, as usual, had the greatest number of local branch unions, with 1,184 out of a total of 3,296. Quebec was second with 726; British Columbia was third with 350; and Alberta was fourth with 281. The remaining five provinces ranked as follows: Manitoba, 205; Saskatchewan, 186; Nova Scotia, 181; New Brunswick, 170; and Prince Edward Island, 13.

Reported Trade Union Membership in Canadian Cities.—There were 31 cities in Canada with not less than 20 trade union branches, 2 less than the number recorded in 1938. The 1,861 branches located in these cities represent approximately 56 per cent of the local branches of all classes operating in the Dominion. These 1,861 local branch unions contained 68 per cent of the entire trade union membership, and the 1,675 reporting branches in these cities represented 58 per cent of all the reporting branches in Canada.

Trade Union Benefits.—Of the 29 Canadian central organizations, seven reported payments for benefits in 1939, the total amount disbursed being \$12,488.64, a decrease of \$74,421.80 as compared with the benefits paid by the same number of organizations in 1938. Of the 95 international organizations operating in Canada and the United States of America, 59 reported expenditures for benefits amounting to \$19,870,873, this being \$573,417 greater than the outlay for benefits by 56 organizations in the previous year. Returns supplied by 913 local branch unions in Canada show that these bodies expended a total of \$442,073 to their own members on account of the various benefits, which was in addition to the amount disbursed by the central organizations. The sum was \$60,845 more than that reported in 1938 by 883 local branch unions.

Non-Trade Union Associations.—As in previous years, the report contains information concerning a group of 133 associations which, though not connected with the trade union movement, are for the most part composed of wage-earners and are considered of sufficient importance to justify the recording of their names. These include organizations of school teachers, government employees.

commercial travellers, etc., with a combined membership of 157,369, an increase of 21,249 as compared with the number of members comprised in this class of organized employees in 1938.

Trade Union Directory.—The report also constitutes a complete labour directory, containing, as it does, not only the names and addresses of the chief officers of local branch unions and delegate bodies in the Dominion, but also those of the central organizations with which organized Canadian workers are identified.

THE LIBRARY OF THE DEPARTMENT

The library organized when the Department was created in 1900 has steadily increased its collection of documents. Through the exchange of publications with governments in other countries and, more recently, through the International Labour Organization, the Department is kept in touch with labour matters in almost all countries of the world. In addition to the publications thus received, there is a valuable collection of publications of labour organizations and periodicals published in the interest of organized labour. A very complete collection of volumes, including periodicals, dealing with economic and social and labour problems, is supplemented by books of reference and volumes on history and law. There is also a comprehensive collection of books on industrial combinations and related subjects. Excluding pamphlets, bound volumes of periodicals and government reports, about 171 volumes were added to the library during the fiscal year. Numerous pamphlets give additional sources of information, particularly on current topics. The primary purpose of the library is to serve as an information centre for the officers of the Department but, subject to their requirements, the services of the library are at the disposal of the general public and frequent use is made of its material by students and members of the staffs of Canadian universities and by others interested in labour problems. Books are sent by mail, wherever possible, to any persons wishing to borrow them and special information and bibliographies are compiled when required.

LABOUR LEGISLATION

The Department has issued an annual report on Labour Legislation in Canada since 1915. In that year and in 1920, 1928 and 1937 the report took the form of a consolidation of all labour laws on the Dominion and provincial statute-books at the end of the year. Volumes for the intervening years cover only legislation enacted during the year. Summaries of the laws affecting workers enacted by the Dominion Parliament and the provincial legislatures are published at the close of the legislative sessions and judgments of the courts in labour cases are reviewed in the *Labour Gazette*. Bulletins dealing with particular classes of laws are issued from time to time in mimeographed or printed form.

II. CONCILIATION AND LABOUR ACT

During the fiscal year ending March 31, 1940, the conciliation services of the Department of Labour were utilized in connection with the adjustment of a number of labour disputes. In some of these cases strikes or lockouts had already occurred and in others cessation of work appeared to be imminent or there was difficulty in carrying on negotiations. The proceedings were under the provisions of the Conciliation and Labour Act (Chapter 110 of the Revised Statutes of Canada, 1927), which empowers the Minister of Labour to inquire into the causes and circumstances of a dispute, to take such steps as seem expedient for the purpose of bringing the parties together, and to appoint a conciliator or arbitrator when requested by the parties concerned.

The Department of Labour has on its staff conciliation officers who are stationed at Vancouver, Toronto, Ottawa and Montreal. The territory of the officers resident in Vancouver comprises the four Western Provinces. The conciliation officers resident in Toronto confine their activities to Ontario, while the officers in Montreal cover the Province of Quebec and the Maritime Provinces. The headquarters of the Chief Conciliation Officer are at Ottawa.

In addition to their work in connection with mediation in industrial disputes, these officers are also charged with certain duties arising out of the administration of the Fair Wages Policy of the Government of Canada (see Chapter III).

Details of the more important cases in regard to which mediation work was performed by the Department during the fiscal year 1939-40 are given in the table below. Mutually satisfactory settlements were reached in 21 of the 38 cases listed and in five of these cases stoppages of work were terminated as a result of Departmental mediation. Twenty-six of the disputes listed occurred in industries coming within the scope of the Industrial Disputes Investigation Act (see Chapter IV) and in all but nine of these cases Departmental mediation resulted in the settlement of the matters in dispute without the necessity of the establishment of Boards of Conciliation and Investigation under that statute, with one case still before the Department at the end of the year.

STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1939, TO MARCH 31, 1940

MINING

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of Labour Gazette containing details of conciliation proceedings
May 30, 1939.....	Malagash Salt Company, Limited, and its employees, members of the United Salt Mine Workers' Local Industrial Union No. 323 (C.I.O.).	Malagash, N.S.....	Employees' request for an 8-hour day, increased wages and other changes in working conditions.	103	Union agreed to take joint action with the company to explore other means of attaining their objects, it having been ascertained that company's financial position did not justify wage increases. Board application under I.D.I. Act withdrawn.	July, 1939.
June 1, 1939.....	Intercolonial Coal Company and Local No. 1, Mines Branch, Co-operative Labour Protective Association.	Westville, N.S.....	Dismissal of three employees, following an error in loading.	3	Two men reinstated, while the third, it was stated, would be taken back if he could give a reasonable explanation.	July, 1939.
October 12, 1939.....	Kaydee Collieries, Limited, and its coal miners, members of Local Union No. 7473, District 18, United Mine Workers of America.	Kaydee, Alta.....	Dismissal of 17 men, allegedly for creating labour disturbances.	30	Mediation successful: strike terminated.	January, 1940
January 8, 1940.....	Dominion Coal Company, Limited, and its coal miners, members of District 26, United Mine Workers of America.	Cape Breton & Springhill, N.S.	Parties unable to agree upon terms of new agreement: increased wages sought.	12,000	As a result of Departmental mediation parties agreed to make joint application for Board under I.D.I. Act.	April, 1940.
January 29, 1940.	Pioneer Gold Mines, Limited, and its gold miners, members of Local No. 308, International Union of Mine, Mill and Smelter Workers.	Pioneer Mines, B.C.....	Demand for recognition of union and increased wages.	142	A strike occurred on October 8, 1939; provincial mediation Board procedure under I.D.I. Act; but owing to provincial legislation this was possible only by joint consent. Employees refused. Strike terminated March 9, 1940.	April, 1940.
February 3, 1940.	Teck-Hughes Gold Mines, Limited, and its gold miners, majority of whom were members of Local No. 240, International Union of Mine, Mill and Smelter Workers.	Kirkland Lake, Ont.....	Refusal of company to negotiate with union committee relative to wage agreement.	Approx. 630	Company contended that union did not represent majority of employees. A ballot taken under supervision of officials of Department of Labour, clarified this point. Board procedure under I.D.I. Act followed.	April, 1940.

MANUFACTURING

April 21, 1939.	Courtaulds (Canada) Limited and its employees, members of United Textile Workers Federal Local No. 3.	Cornwall, Ont.....	Alleged violation of seniority clause of existing agreement.	Approx. 1,000	Mediation successful: compromise settlement, involving rearrangement of staff.	July, 1939.
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STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1939, TO MARCH 31, 1940—Continued

MANUFACTURING—Concluded

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
May 9, 1939.	B. F. Goodrich Rubber Company of Canada, Limited, and certain employees, members of Local No. 73, United Rubber Workers of America.	Kitchener, Ont.	Employees' demand for a union agreement, wage increase of 3 cents per hour, and other changes in working conditions.	500 ditto; 230 indir.	Mediation unsuccessful.	July, 1939.
May 16, 1939.	Seiberling Rubber Company of Canada, Limited, and its employees, members of Local No. 88, United Rubber Workers of America.	Toronto, Ont.	Refusal of company to negotiate with union committee respecting wages, hours, working conditions and recognition of union.	80	Mediation unsuccessful.	July, 1939.
October 27, 1939.	Regent Milling Mills, Limited, and mill workers, members of the St. Jerome Branch of the National Catholic Union of Textile Workers.	St. Jerome, P. Q.	Employees' demand for increased wages, shorter hours and union recognition.	615	As a result of mediation conferences took place and a settlement was subsequently reached.	January, 1940.
November 21, 1939.	Traco Company of Canada, Limited, and certain employees being members of Local Union No. 1039, Steel Workers' Organizing Committee (C.I.O.).	Toronto, Ont.	Alleged lockout of 14 employees because of union membership, also demand for increased wages and union recognition.	22	Mediation unsuccessful.	January, 1940.
December 7, 1939.	Wiscon Manufacturing Company, Limited, and textile workers.	Brantford, Ont.	Employees' demand for increased wages and improved working conditions.	362	Mediation unsuccessful.	January, 1940.
March 22, 1940.	Canada Veneers, Limited, and employees being members of Local Union No. 2533, Veneer Mill Workers, United Brotherhood of Carpenters and Joiners of America.	Saint John, N.B.	Refusal of company to grant union recognition and signed agreement providing increased wages and improved working conditions.	190	As a result of mediation both parties agreed to Board procedure under I.D.I. Act.	April, 1940.
March 28, 1940.	Canadian General Electric Company, Limited, and certain employees being patternmakers, members of the Toronto Association of the Patternmakers' League of North America.	Toronto, Ont.	Employees' demand for a wage increase of 10 cents per hour.	11	As a result of mediation the union decided a strike notice which had been given and made application to a Board under I.D.I. Act. Board established.	April, 1940.

CONSTRUCTION

December 19, 1939.	Saint John Dry Dock and Shipbuilding Company, Limited, and certain employees being riveters, shipbuilders, etc., members of Local No. 1, Steelworkers' Union.	Saint John, N.B.	Strike occurred when company installed machine to perform work formerly done by sailmakers, also employees' request for increased wages and improved working conditions.	151	Mediation successful.	April, 1940.
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February 29, 1940.....	Various electrical contractors and electrical workers, members of Local Union No. 115, International Brotherhood of Electrical Workers.	Kingston, Ont.....	Employees' demand for increased wages.	Approx. 34	Mediation resulted in one firm offering an increase which was later accepted by all electricians.
March 8, 1940.	Various shipyards and all classes of employees, including machinists, sheet metal workers, plumbers, painters, etc.	Vancouver & Victoria, B.C.	Employees' demand for increased wages.	Approx. 1,600	In one case an agreement was reached; a Board under I.D.I. Act was established to deal with disputes involving sheet metal workers, plumbers and machinists in one Vancouver plant, report of Board to have bearing on general settlement.

TRANSPORTATION AND PUBLIC UTILITIES

(1) STEAM RAILWAYS

May 3, 1939.....	Canadian National Railways and Canadian Pacific Railway Company and stevedores, coopers, sealers, checkers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Port Arthur & Fort William, Ont.	Employees' request for new agreement embodying wage increases and changes in working conditions and to include monthly rated positions.	300	Mediation successful and application for Board under I.D.I. Act withdrawn.
February 22, 1940.....	Canadian Pacific Railway Company and certain employees being claim tower operators, riggers, etc.; members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Britt & Jack Fish, Ont.....	Employees' request for increased wages and for either an agreement covering the employees at Jack Fish or the inclusion of that group in the agreement at Britt.	125	Mediation successful..... April, 1940.

(2) WATER TRANSPORTATION

December, 1938.....	British Columbia Towboat Owners' Association and navigating officers, members of the Canadian Merchant Service Guild, Inc., also marine engineers, members of Council No. 7, National Association of Marine Engineers.	Vancouver, B.C.....	Wages and working conditions.	Approx. 400	Conferences brought about through mediation resulted in the Canadian Merchant Service Guild securing an agreement.
May 12, 1939.....	Canadian Pacific Steamships, Limited (Trans-Pacific Service), and its deck officers, members of the Canadian Merchant Service Guild, Inc.	Vancouver, B.C.....	Employees' request for increased rates of pay and adjustments of leave conditions.	Approx. 25	Conferences brought about through mediation resulted in the settlement of a number of points but no agreement was concluded.

July, 1939, & January, 1940.

STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1939, TO MARCH 31, 1940—Continued

TRANSPORTATION AND PUBLIC UTILITIES—Concluded

(2) WATER TRANSPORTATION—Concluded

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
May 25, 1939.....	Canadian Lake Carriers' Association and the Canadian Seamen's Union.	Great Lakes.....	Alleged non-observance by one member of the association of a clause of the existing agreement respecting preference of employment to members of the union.	Approx. 600	Arbitrator appointed by Minister of Labour, as provided in existing agreement.	July, 1939.
July 23, 1939.....	Mr. F. W. Nicholas (contractor for Canadian Pacific Railway Company) and certain employees being checkers, porters, coopers, coal handlers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Port McNicoll, Ont.....	Employees' request for revised agreement covering increased wages and changes in working conditions.	225	Through mediation an agreement was reached on all points with the exception of penalty overtime rates for Sunday work. Board under I.D.I. Act later established. Following report of Board, further mediation efforts resulted in signed agreement.	July & October, 1939
January 2, 1940.....	Shipping Federation of Canada, Inc., and checkers, coopers, etc., in the Port of Saint John, N.B.	Saint John, N.B.....	Two different unions claimed the right to act as bargaining agency on behalf of employees.	Approx. 125	Mediation successful.....	April, 1940.
February 7, 1940.....	Paterson Steamships, Limited, and its marine engineers, members of the National Association of Marine Engineers of Canada, Inc.	Fort William, Ont.....	Employees' request for increased wages and changes in working conditions.	75	Mediation successful. Application for Board under I.D.I. Act withdrawn.	April, 1940.

(3) LOCAL AND HIGHWAY TRANSPORTATION

April 26, 1939.....	Davison Transport Company and truck drivers, members of the Automotive Transport Section of the Canadian Brotherhood of Railway Employees.	Hamilton, Ont.....	Notification by company that existing agreement was to be cancelled.	22	Mediation successful.....	July, 1939.
April 26, 1939.....	Brown's Transport, Limited, and truck drivers, members of the Automotive Section, Canadian Brotherhood of Railway Employees.	Guelph, Ont.....	Notification by company that existing agreement was to be cancelled.	13	Mediation successful.....	July, 1939.
April 27, 1939.....	A. H. Foell and Company and truck drivers, members of the Automotive Section, Canadian Brotherhood of Railway Employees.	Waterloo, Ont.....	Notification by company that existing agreement was to be cancelled.	12	Mediation successful.....	July, 1939.

June 13, 1939.....	SMT (Eastern) Limited and its motor coach and freight truck drivers, members of Division No. 1182, Amalgamated Association of Street Electric Railway and Motor Coach Employees of America.	Saint John, N.B.....	Request for union agreement embodying increased wages, changes in hours and working conditions, etc.	56	Mediation ineffective and Board under I.D.I. Act established.	July & October, 1939.
August 16, 1939.....	Saskatoon Cartage and Warehouse Company and truck drivers, van men and helpers, members of Division No. 200, Automotive Section, Canadian Brotherhood of Railway Employees.	Saskatoon, Sask.....	Request of employees for a collective agreement which would provide increased wages.	26	Mediation successful: application for Board under I.D.I. Act withdrawn.	October, 1939.
December 15, 1939.....	Canadian National Railways, Express Department, and certain employees in the cartage services, members of the Canadian Brotherhood of Railway Employees.	St. Hyacinthe & Montreal, P.Q., & Brantford, London & Guelph, Ont.	Employees' request for increased wages and changes in working conditions.	310	Mediation successful: application for Board under I.D.I. Act withdrawn.	January & April, 1940.

(4) STORAGE

July 25, 1939.....	Twelve grain elevator companies and their employees, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Port Arthur & Fort William, Ont.	Employees' request for revised agreement providing increased wages and other concessions.	1,600	Mediation unsuccessful: Board under I.D.I. Act established.	October, 1939.
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(5) ELECTRICITY AND GAS

June 2, 1939.....	Eastern Light and Power Company, Limited, and certain employees, members of Local Union "B" 1089, International Brotherhood of Electrical Workers.	Sydney, N.S.....	Employees' demand for union recognition, increased wages, etc.	41	Mediation successful: application for Board under I.D.I. Act withdrawn.	July, 1939.
February 21, 1940.....	Quebec Power Company and its operators, linemen and metermen, members of Local Union "B" 1106, International Brotherhood of Electrical Workers.	Quebec, P.Q.....	Request of union for deletion of part of clause of existing agreement which related to overtime.	34	Mediation unsuccessful: Board under I.D.I. Act established.	April, 1940.

STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1939, TO MARCH 31, 1940—Concluded

TRADE

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
October 23, 1939.....	Loblaw's Groceries and certain employees, members of the Canadian Retail Employees' Association.	Toronto, Ont.....	Dismissal of three employees, allegedly because of union membership.	3	As a result of mediation one man was reinstated; the others secured employment elsewhere.	January, 1940.
November 28, 1939.....	Lockport Cold Storage Company and Swim Brothers, Limited, and fishermen and fish handlers, members of the Fishermen's Union and the Fish Handlers' Union.	Lockport, N.S.....	Lockout regarding question of union recognition.	Approx. 400	Mediation unsuccessful.....	January, 1940.

SERVICE

April 11, 1939.....	Royal Comaught Hotel and its stationary engineers, members of Local Union No. 700, International Union of Operating Engineers.	Hamilton, Ont.....	Demand of union officials for an agreement with the management covering wages and working conditions.	8	Mediation unsuccessful.....	July, 1939.
December 16, 1939.....	Corporation of the City of Edmonton and employees in the City Engineer's and Waterworks Departments, members of Edmonton Civic Employees' Federal Union No. 30.	Edmonton, Alta.....	Employees' request for wage increases and the adjustment of certain grievances.	255	Mediation successful.....	January, 1940.

III. FAIR WAGES POLICY

The Fair Wages Policy of the Government of Canada has been administered by the Department of Labour since 1900, when the following resolution was adopted by the House of Commons:—

That it is resolved that all government contracts should contain such conditions as will prevent abuses which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy and deems it the duty of the Government to take immediate steps to give effect thereto.

It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.

The Government's Fair Wages Policy was later expressed in the form of an Order in Council dated June 7, 1922, to which certain amendments were made by Orders in Council of April 9, 1924, and December 31, 1934. These Orders in Council contain certain conditions respecting wages rates and working hours, those marked "A" being applicable to government contracts for building and construction work and those marked "B" being observable in connection with government contracts for the manufacture of fittings for public buildings and various classes of governmental supplies and equipment.

The work entailed in the administration of the Fair Wages Policy was greatly augmented during the fiscal year under review as a result of the Government's defence program, which extended to almost every branch of industrial operations.

POLICY IN RESPECT OF BUILDING AND CONSTRUCTION CONTRACTS

By the adoption of The Fair Wages and Eight Hour Day Act in 1930, statutory effect was given to the Fair Wages Policy in so far as concerns the construction, remodelling, repair or demolition of any works for the Government of Canada, whether carried out under contract or by workmen employed by the Government who are exempt from the operation of the Civil Service Act. At the 1935 session of Parliament, however, there was passed The Fair Wages and Hours of Labour Act, 1935, which, when it came into force on May 1, 1936, superseded the 1930 statute. Section 3 of the new Act provides as follows:—

(1) Every contract made hereafter with the Government of Canada for construction, remodelling, repair or demolition of any work shall be subject to the following conditions respecting wages and hours:—

- (a) All persons in the employ of the contractor, subcontractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages;
- (b) The working hours of persons while so employed shall not exceed eight hours per day nor forty-four hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister.

(2) The provisions of this section shall not apply to the purchase of materials, supplies or equipment, for use in the work contemplated, under any contract of sale and purchase.

Section 4 of The Fair Wages and Hours of Labour Act applies the foregoing conditions to all workmen employed by the Government of Canada, on such works as are described above who are excluded from the operation of the Civil Service Act.

The Act in question extends the application of the Fair Wages Policy also to agreements for works of construction, remodelling, repair or demolition which are assisted by Dominion grant in the form of contribution, subsidy, loan, advance or guarantee.

When it is proposed to undertake any government contract for the construction, remodelling, repair or demolition of any work, the department of government concerned therewith is required to indicate to the Department of Labour the nature, locality and estimated cost of such work, and also the classes of labour which will be employed. Thereupon the Department of Labour prepares and furnishes, for insertion in the specification for the proposed work on which tenders are to be taken, a schedule setting forth the minimum rates of wages and the maximum hours of labour which are to apply under the Government's policy for the various classes of workmen to be employed. This schedule afterwards becomes part of the contract and contractors are required to post copies of it conspicuously on the job for the information of the workmen engaged in the execution of the work. The government departments concerned are further required to furnish monthly to the Department of Labour returns showing the nature of all contracts entered into during the preceding month to which the labour conditions supplied by the Department of Labour were applicable, together with the names and addresses of the contractors, the dates and amounts of the contracts, and the texts of the fair wages schedules and other labour conditions inserted in such contracts, which information is then published by the Department of Labour in its official monthly journal, the *Labour Gazette*.

During the fiscal year under review the Department of Labour prepared labour conditions for insertion in 812 building and construction contracts proposed to be executed by departments of government as follows: Agriculture, 2; Canadian Broadcasting Corporation, 4; Fisheries, 9; Mines and Resources, 16; National Defence, 311; National Harbours Board, 17; National Research Council, 2; Public Works, 281; Royal Canadian Mounted Police, 1; Salvage Division of Treasury Office, 44; Transport, 123; and miscellaneous, 2. In addition to the foregoing, labour conditions were included in a number of contracts awarded under the authority of Orders of the Board of Transport Commissioners in connection with railway subway construction, towards which assistance was given from Dominion public funds.

Numerous complaints were received by the Department of Labour during the year as to alleged non-observance by contractors and subcontractors of the labour conditions set out in these government contracts, the complaints relating either to the wages paid, the hours worked or the classification of the work performed. In every instance a thorough investigation was made by a fair wages officer or other official of the Department, and when the complaint was found to be justified, the contractors were required to make the necessary wages adjustments with the workmen concerned for the full period involved.

POLICY IN RESPECT OF CONTRACTS FOR THE MANUFACTURE AND OVERHAUL OF AIRCRAFT AND THE CONSTRUCTION AND REPAIR OF VESSELS, ETC.

Owing to the large and increasing number of contracts which are being placed all over Canada by the Dominion Government for the manufacture and overhaul of aircraft and for the construction and repair of boats of various types, the Department of Labour, in consultation with other government departments concerned, has drawn up schedules setting forth the minimum rates of wages and the maximum hours of labour to be observed in the execution of these respective undertakings throughout the country. From time to time necessary revisions are made in these schedules.

Important contracts for military aircraft awarded to Canadian manufacturers by the British Air Ministry have also been made subject to fair wages conditions, and in connection therewith it has been stipulated that the rates of wages and conditions of employment shall conform to the practice prevailing in respect of contracts to which His Majesty's Government in Canada is a party. By arrangement with the Department of Munitions and Supply, schedules of wages rates have also been included in certain other contracts for defence purposes which have been awarded during the year.

The Department of Labour co-operated closely during the year with the government departments concerned in ensuring that these contract conditions were strictly enforced.

POLICY IN RESPECT OF CONTRACTS FOR THE MANUFACTURE OF INTERIOR FITTINGS, SUPPLIES, EQUIPMENT, ETC.

With respect to contracts for the manufacture and supply to the Government of Canada of fittings for public buildings; harness, saddlery, clothing and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers and other government officers and employees; mail bags, letter boxes and other postal stores; and any other articles and things which may be designated by the Governor in Council, an Order in Council was adopted on December 31, 1934, rescinding the "B" labour conditions previously applied to such contracts and substituting other conditions therefor. These conditions in practice have applied to defence contracts for all classes of supplies and equipment. The original provision for the payment of not less than current rates, or fair and reasonable rates if there are no current rates in the district where the work is being performed, is retained in the new conditions, but with the added proviso that in no event shall the wage rate for male workers 18 years of age and over be less than thirty cents an hour, and for female workers 18 years of age and over be less than twenty cents an hour. It is also provided that male and female workers under 18 years of age shall be entitled to rates of wages not less than those provided for women and girls in the minimum wage scales of the respective provinces, and that in any case where the provincial minimum wage laws require the payment of higher minimum wages than those set out above, such higher wage rates shall apply in the execution of Dominion contract work.

Most of the great number of contracts placed during the year for the manufacture of the above-mentioned governmental supplies were awarded by the Department of Munitions and Supply to cover the requirements of the naval, military and air forces throughout Canada. The Post Office Department and the Royal Canadian Mounted Police also placed numerous orders for miscellaneous supplies and equipment, while the Department of Public Works awarded a large number of contracts for the manufacture of interior fittings for public buildings, all coming under the provisions of the "B" labour conditions.

The Department of Labour collaborated with each of these departments in enforcing the observance of the proper labour conditions in the manufacture of the supplies and equipment in question, and in a number of cases the contractors were required to make adjustments in the wages rates and to reduce the working hours of their employees in order to secure compliance with the terms of the government contracts.

IV. INDUSTRIAL DISPUTES INVESTIGATION ACT

This chapter constitutes the thirty-third annual report of the Registrar of Boards of Conciliation and Investigation, covering proceedings under the Industrial Disputes Investigation Act (Chapter 112 of the Revised Statutes of Canada, 1927) for the fiscal year ending March 31, 1940.

Pursuant to the powers conferred upon the Governor in Council by the War Measures Act, the provisions of the Industrial Disputes Investigation Act were on November 7, 1939, extended by Order in Council (P.C. 3495) to disputes between employers and employed engaged in what may be briefly described as "war industries."

The effect of the Order in Council is to prohibit in war industries a strike or lockout prior to or during reference of a dispute to a Board of Conciliation and Investigation. Employers and employees in these industries are now required to "give at least thirty days' notice of an intended or desired change affecting conditions of employment with respect to wages or hours; and in the event of such intended or desired change resulting in a dispute, it shall be unlawful for the employer to make effective a proposed change in wages or hours or for the employees to go on strike, until the dispute has been finally dealt with by a board, and a copy of its report has been delivered through the Registrar to both the parties affected."

The text of the Order in Council is as follows:—

His Excellency the Governor General in Council, on the recommendation of the Minister of Labour and under and in virtue of the War Measures Act (chap. 206, R.S.C., 1927), is pleased to order and it is hereby ordered that the provisions of the Industrial Disputes Investigation Act (chap. 112, R.S.C., 1927), other than section 64 thereof, shall specifically apply in respect of any dispute between employers and employed engaged in the construction, execution, production, repairing, manufacture, transportation, storage or delivery of munitions of war or supplies, and in respect also of the construction, remodelling, repair or demolition of defence projects, as hereinafter respectively defined, intended for the use of His Majesty's naval, military or air forces or for the use of the forces of any of His Majesty's allies in the present war.

His Excellency in Council is hereby further pleased to order that in and for the purposes of this Order,

- (a) "munitions of war" means arms, ammunition, implements of war, naval, military or air stores, or any articles deemed capable of being converted thereinto, or made useful in the production thereof;
- (b) "supplies" includes materials, equipment, ships, aircraft, automotive vehicles, goods, stores and articles or commodities of every kind including, but not restricting the generality of the foregoing, (i) articles and equipment which, in the opinion of the Minister of Labour, would be essential for the needs of the Government or of the community in war; and (ii) anything which, in the opinion of the Minister of Labour, is, or is likely to be necessary for or in connection with the production, storage or supply of any such article as aforesaid;
- (c) "defence projects" includes the construction, erection, repair, improvement or extension of buildings, aerodromes, airports, dockyards, roads, defence fortifications or other naval, military or air force works.

Section 64 of the Industrial Disputes Investigation Act, to which reference is made in the above-quoted Order in Council, provides that in the case of a dispute arising in any industry or trade outside the direct scope of the statute which threatens to result or actually has resulted in a lockout or strike, a Board of Conciliation and Investigation may be established with the joint consent of the parties concerned.

THIRTY-THREE YEARS' OPERATIONS

Applications under the terms of the Industrial Disputes Investigation Act from its inception on March 22, 1907, to March 31, 1940, numbered 976, while 594 Boards of Conciliation and Investigation were established. A few of these boards dealt with two or more applications. In the cases in which boards were not granted settlements were effected by agencies other than those provided by the Industrial Disputes Investigation Act or it was found that the machinery of the statute could not be utilized. In only 41 cases was the cessation of work which threatened not averted, or the strike which had already been entered upon not ended, as a result of board procedure.

THE FISCAL YEAR 1939-1940

Fifty applications for the establishment of Boards of Conciliation and Investigation were received during 1939-40. Fifty-two applications appear in the record, however, proceedings in regard to two applications having continued over from the preceding fiscal year. Approximately 34,000 employees were directly concerned in these disputes. The request of employees for increased wages and changes in working conditions and the attempt of unions to negotiate working agreements were the main causes of the disputes.

Fifteen boards were established, three of which dealt with two, five and twelve applications, respectively. Eight of these boards, as well as two boards established during the preceding year, submitted their reports during 1939-40. Of the ten boards which filed their reports, the findings of five were accepted by the parties concerned and the recommendations of two were made partially effective, while in one case the attitude of the disputants to the board's report was not yet known when the fiscal year closed. A strike occurred following the board's award in two cases, namely, those involving (1) certain coal mining companies and their employees in Bienfait and district, Saskatchewan, and (2) the Malagash Salt Company, Limited, and its salt mine workers.

It was unnecessary to proceed with the constitution of boards in connection with nineteen applications, ten of the disputes having been adjusted through departmental mediation and one by direct negotiations, while one application was withdrawn, two were under consideration at the close of the fiscal year and in five cases falling outside the direct scope of the Act consent to the establishment of a board was withheld by the employer.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned during the fiscal year 1939-40; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1940; (iii) showing by fiscal years, 1907-40, number of disputes dealt with; (iv) showing by calendar years, 1907-40, number of disputes dealt with; and (v) summarizing operations under the statute for the fiscal year ending March 31, 1940.

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1939, TO MARCH 31, 1940

Industries affected	Number of applications for boards	Number of boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work:—			
(1) Mining—			
Coal.....	3	1	1
Metal.....	1	1	0
Salt.....	2	1	1
(2) Transportation and communication—			
Steam railways.....	6	3	0
Street and electric railways.....	3	3	0
Motor transportation.....	2	1	0
Express.....	1	0	0
Shipping.....	6	0	0
(3) Miscellaneous—			
Light and power and waterworks.....	8	1	0
Elevators.....	12	1	0
(4) War Work.....	2	2	0
II. Disputes not falling clearly within the direct scope of the Act....	6	1	0
	52*	15†	2

*Including 2 applications carried over from preceding year.

†Three boards dealt with two, five and twelve applications, respectively.

The proceedings under the Act during 1939-40 include two cases in which certain proceedings had taken place during the preceding fiscal year, namely, disputes between (1) Western Dominion Coal Mines, Limited, Manitoba, and Saskatchewan Coal Company, Limited, Bienfait Mines, Limited, Lignite Mines, Limited, Eastern Collieries of Bienfait, Limited, Baniulis Brothers, Limited, and Wilson Coal Company and their employees; and (2) ocean steamship companies at the port of Saint John, N.B., and their checkers, coopers, etc.

On March 31, 1940, results were still pending in connection with ten applications concerning disputes between (1) Teck-Hughes Gold Mines, Limited, and its underground miners, millmen, mechanics, surface workers, steel sharpeners, hoistmen, cage tenders, etc.; (2) Canadian National Railways and its sleeping car porters, members of Division 130, Canadian Brotherhood of Railway Employees; (3) Canadian National Railways (Sleeping and Dining Car Services) and its sleeping car conductors and porters, members of the Canadian Brotherhood of Railway Employees; (4) Toronto Terminals Railway Company and its "Red Cap" messengers being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees; (5) London Street Railway Company and its motormen-conductors, bus operators, shopmen, barnmen and trackmen, members of Division 741, Amalgamated Association of Street and Electric Railway and Motor Coach Employees of America; (6) various ocean steamship companies, represented by the Shipping Federation of Canada, and their longshoremen, members of Local 375, International Longshoremen's Association; (7) Quebec Power Company and its operators, linemen and metermen, members of Local Union "B" 1106, International Brotherhood of Electrical Workers; (8) Canada Veneers, Limited, and its employees, being members of Local 2533, United Brotherhood of Carpenters and Joiners of America; (9) Dominion Steel and Coal Corporation, Limited, and employees in its Sydney steel plant, members of Lodge 1064, Steel Workers' Organizing Committee; and (10) Algoma Steel Corporation, Limited, and its employees being members of the Algoma Steel Workers' Union.

II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907,
TO MARCH 31, 1940

Industries affected	Number of applications for boards	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work:—		
(1) Mining and smelting—		
Coal.....	106	13
Metal.....	22	5
Asbestos.....	1	0
Salt.....	2	1
(2) Transportation and communication—		
Steam railways.....	262	7
Street and electric railways.....	154	7
Motor transportation.....	17	0
Express.....	14	1
Shipping.....	69	0
Telegraphs.....	36	1
Telephones.....	12	0
(3) Miscellaneous—		
Light and power and waterworks.....	65	3
Elevators.....	13	0
(4) War work.....	32	1
II. Disputes not falling clearly within the direct scope of the Act.....	171	2
Total.....	976	41

III. TABLE SHOWING BY FISCAL YEARS, 1907-1940, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	1924-1925	1925-1926	1926-1927	1927-1928	1928-1929	1929-1930	1930-1931	1931-1932	1932-1933	1933-1934	1934-1935	1935-1936	1936-1937	1937-1938	1938-1939	1939-1940	Total
Number of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	19	4	19	23	22	23	23	20	13	17	16	27	21	29	31	50	976
Number of boards granted.....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	9	0	11	11	13	14	10	6	10	11	2	7	12	7	15	594	
Number of disputes where strike not averted (or ended)	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	2	0	1	0	0	0	1	0	0	0	0	0	0	1	0	0	0	2	41

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in Table I. A closer examination, however, will show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during that period. The figures of that year's statement include, therefore, disputes carried over from the previous year which were counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken only of the number of applications received during each year.

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1940, NUMBER OF DISPUTES DEALT WITH

	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939	†1940 3 mos.	Total
Number of applica- tions.....	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	22	4	14	26	25	21	22	19	16	16	18	23	23	24	33	44	12	976
Number of boards granted.....	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	9	13	13	10	6	8	12	4	7	10	9	13	12	5	594	
Number of disputes where strike not averted (or ended)	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	0	0	1	0	0	1	0	0	0	0	0	0	1	0	0	2	0	41	

*The act became law on March 22, 1907, so that the proceedings cover nine months only.

†To the end of the fiscal year, March 31.

(The remark following Table III applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1939, TO MARCH 31, 1940

1. Appointed by the Minister, under Section 9, Subsection (a), of the I. D. I. Act, on recommendation from the party concerned.
2. Appointed by the Minister, under Section 9, Subsection (b), of the I. D. I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister, under Section 9, Subsection (c), of the I. D. I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 9, Subsection (d), of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

I. MINES, AGENCIES OF TRANSPORTATION AND COMMUNICATION, AND OTHER PUBLIC SERVICE UTILITIES

(1) MINING

COAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (e) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Oct. 24, 1938	Western Dominion Coal Mines, Ltd., Manitoba and Saskatchewan Coal Co., Ltd., Bienfait Mines, Ltd., Ligamite Mines, Ltd., Eastern Collieries of Bienfait, Ltd., Banulis Brothers, Ltd., and Wilson Coal Co., and their employees, the majority of whom were members of the United Mine Workers of America.	Employees....	Bienfait and district, Sask.	Approx. 575 dir.	Employees' request for union recognition, increased wages, 8-hr. day from bank to bank, and a uniform contract for all of the mines.	Prof. A. R. Greig, (C) 4: B. D. Hogarth, K.C., (E); Angus J. Morrison, (M)1.	Dec. 22, 1938	Jan. 23, (interim); July 4, July 13, 1939	The Board's report was signed by the Chairman and Mr. Morrison, who expressed the view that the employees should negotiate with the union chosen by a majority of the employees and stated that the evidence showed the United Mine Workers of America to have a clear majority. They recommended adoption of certain wage increases and urged that the 8-hr. day for underground work should not be exceeded. Mr. Hogarth submitted a minority report dissenting from the Board's recommendations. The operating companies, some of whom were working under agreements with the Saskatchewan Coal Miners' Union, refused to implement the Board's recommendations. In September the provincial authorities, with the Western Representative of the Dominion Department of Labour, attempted to bring about a settlement, but were unsuccessful. Mining operations ceased in the collieries of four of the operating companies on Oct. 16 as a result of a strike declared by the United Mine Workers of America. The strike continued until Dec. 8 when mediation by the Provincial Government resulted in a settlement.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1939, TO MARCH 31, 1940

(1) MINING—*Concluded*

COAL MINES—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (b) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Jan. 21, 1940	Dominion Coal Co., Ltd., and certain of its employees being members of District 26, United Mine Workers of America.	Employer and employees.	Cape Breton and Springhill, N.S.	Approx. 12,000 dir.	Employees' request for increased wages.	Hon. Mr. Justice C. P. McTague, (C) 4; Ralph P. Bell, (E) 1; Prof. Frank R. Scott, (M) 1.	Feb. 9, 1940	Mar. 23, 1940	The report of the Board was unanimous and recommended certain increases in datal rates, and in contract rates for hand-pick miners at Springhill, retroactive to Feb. 1, 1940.
Mar. 28, 1940	MacGillivray, Greek Coal and Coke Co., Ltd., and the International Coal and Coke Co., Ltd., and their employees; the majority of whom were stated to be members of Coleman Local Union 2633, United Mine Workers of America.	Employees...	Coleman, Alta.	800 dir.	Refusal of companies to recognize District 18, U.M.W.A., as sole bargaining agency for all their employees, or to negotiate on basis of union agreement with Western Canadian Bituminous Coal Operators' Association.	.....	.....	.....	An inter-union dispute was involved, both the United Mine Workers of America and the Coleman Miners' Association claiming to represent the majority of the miners. At the request of the two organizations an officer of the Department of Labour supervised the taking of a secret ballot to determine which union the employees desired to represent them in negotiations. A substantial majority voted in favour of the U.M.W.A., and this union on behalf of the employees subsequently negotiated a new agreement with the company.

METAL MINES

Dec. 8, 1939	Teck-Hughes Gold Mines, Ltd., and its underground miners, millmen, mechanics, surface workers, steel sharpeners, hoistmen, cage tenders, etc.	Employees...	Kirkland Lake, Ont.	630 dir.; 600 indir.	Employees' request for union recognition and wage increases to offset any increase in the cost of living.	Hon. Mr. Justice W. M. Martin, (C) 4; G. C. Bateman, (E) 1; J. L. Cohen, K. C., (M) 1.	Feb. 26, 1940	Proceedings unfinished at the close of the fiscal year.
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SALT MINES

Apr. 17, 1939	Malagash Salt Co. Ltd., and its employees, members of United Salt Mine Workers Local Industrial Union 323 (C.I.O.).	Employees....	Malagash, N.S..	103 dir.....	Employees' request for an 8-hr. day, increased wages generally 10% with a minimum wage of \$3 per day and with spe- cial adjustments in cer- tain individual cases, and the elimination of certain conditions and practices claimed to be detrimental to the health and safety of the em- ployees.	His Honour Judge J. Welsford Macdonald, (C)4; George D. MacDougall (E)1; Forman Wye, (M)1.	Oct. 27, 1939	Nov. 27, Nov. 27, 1939	<p>Through the Conciliation Service of the Department meetings were arranged between the management of the company and a committee of the employees, and the application was withdrawn on May 31, 1939.</p> <p>The report of the Board was signed by the Chairman and Mr. Wye and contained recommendations that wages of all men receiving less than \$3.00 per day should be increased to that amount, and that the 8-hr. day should be put into effect in the mine, as well as suggestions in relation to railway charges, improvements in the market for salt, provincial royalties, etc., designed to enable the company to conduct operations successfully. Mr. MacDougall submitted a minority report dissenting from the recommendation respecting increased wages. The Board's findings were brought to the attention of the governmental and railway authorities concerned, who informed the Department that consideration was being given to the report with a view to carrying out the suggestions contained therein as far as possible. Because of the failure of the company to comply with the Board's recommendations respecting wages and an 8-hr. day, the employees ceased work on Feb. 19, 1940. On Mar. 11 it was reported that, as a result of conciliation by the Nova Scotia Department of Labour, work was being resumed at the previous rates of wages for a period of three months pending further efforts by the company to improve its financial position.</p>
Sept. 22, 1939	Malagash Salt Co. Ltd., and its employees being members of the United Salt Mine Workers, Local In- dustrial Union 323 (C. I.O.).	Employees....	Malagash, N.S..	107 dir.....	Employees' request for an 8-hr. day, a general wage increase of 25% with a minimum wage of \$3.75 per day, and special wage adjustments in cer- tain individual cases, free lamps for under- ground workers, etc.				

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1939, TO MARCH 31, 1940

(2) TRANSPORTATION AND COMMUNICATION

STEAM RAILWAYS

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board: (c) chairman; (e) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
May 18, 1939	Canadian National Railways and its sleeping car porters, members of Division 130, Canadian Brotherhood of Railway Employees.	Employees ..	Winnipeg, Man...	100 dir.; 100 indir.	Against certain changes made in assigned runs between Winnipeg and Elm Flon and Regina, involving increased hours of service for sleeping car porters.	Hon. Mr. Justice L. Cousineau, (C) 3; F. C. Dobell, (E) 1; Edward H. Crawford, (M) 1.	Jan. 26, 1940	.....	Proceedings unfinished at the close of the fiscal year.
June 7, 1939	Canadian National Railways (Sleeping and Dining Car Services) and its sleeping car conductors and porters, members of the Canadian Brotherhood of Railway Employees.	Employees ...	Ontario and Quebec.	250 dir.; 550 indir.	Against changes in certain sleeping and parlor car runs resulting in increased hours of service for certain employees and loss of employment to others.				
May 25, 1939	Mr. F. W. Nicholas and his employees being checkers, porters, coopers, watchmen, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees ...	Port McNicoll, Ont.	225 dir.....	Employees' request for revision of existing agreement, including certain changes in wage rates and working conditions.	Hon. Mr. Justice C. P. McTague, (C) 3; V. A. Sinclair, K.C., (E) 1; Arthur W. Roebuck, K.C., (M) 1.	Sept. 29, 1939	Feb. 14, 1940	The report was signed by the Chairman and Mr. Sinclair. Mr. Roebuck submitted a minority report agreeing with the other members as to wage increases and payment of time and a half on Dominion statutory holidays, but dissenting from their recommendations on other points. The Board's recommendations, with one exception in respect to working conditions, were accepted by the parties concerned as a settlement of the dispute and an agreement was signed.
Sept. 14, 1939	Toronto Terminals Railway Co. and its "Red Cap" messengers being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees ...	Toronto, Ont. ...	67 dir.....	Employees' request to negotiate an agreement with the company respecting wages and working conditions.	His Honour Judge John T. Mulcahy, (C) 4; V. A. Sinclair, K.C., (E) 1; Hon. James Murdock, (M) 1.	Mar. 9, 1940	.....	Proceedings unfinished at the close of the fiscal year.

Dec. 2, 1939	Canadian National Rail- ways and certain of the employees in its Car- riage Services, being clerks, foremen, des- patchers, auto mechan- ics, etc., members of the Canadian Brother- hood of Railway Em- ployees.	St. Hyacinthe and Montreal, P. Q., and Brampton, London and Guelph, Ont.	310 dir.....	Employees' request for improved working con- ditions and revision of present wage schedule.	.....	.....	Negotiations between the disputant were renewed as a result of depart- mental mediation and an amicable adjustment was reached. The application was withdrawn on Feb 5, 1940.	
Feb. 19, 1940	Canadian Pacific Rail- way Co. and certain of its employees being clam tower operators, riggers, etc., members of the Brotherhood of Railway and Steam- ship Clerks, Freight Handlers, Express and Station Employees.	Britt and Jack Fish, Ont.	125 dir.....	Employees' request for in- creased wages, and for either an agreement cov- ering employees at Jack Fish or the inclusion of those employees in the agreement at Britt.	.....	.....	As a result of departmental media- tion negotiations were renewed between the parties concerned and an agreement was reached. The application was subsequently with- drawn.	
STREET AND ELECTRIC RAILWAYS								
Sept. 12, 1939	Hull Electric Co. and its employees being mem- bers of Division 391, Amalgamated Asso- ciation of Street and Electric Railway and Motor Coach Em- ployees of America.	Hull, P. Q.....	32 dir.; 37 indir.	Employees' request for cancellation of wage de- ductions made in 1932 and 1933.	Hon. Mr. Justice Lu- cien Cannon, (C) 4; Hammett, P. Hill, K.C., (E) 1; Alex- andre Taché, K.C., (M) 1.	Nov. 20, 1939	Dec. 12, 1939	The report of the Board was unani- mous and recommended an increase in wages of three cents per hour, effective Oct. 15, 1939. This was accepted by both parties as a set- tlement of the dispute.
Oct. 24, 1939	Niagara, St. Catharines and Toronto Railway and its motormen, polemen, conductors and brakemen engaged in freight service, be- ing members of the Brotherhood of Loco- motive Engineers and Brotherhood of Rail- road Trainmen, respec- tively.	Niagara, Penin- sula, Ont.	25 dir.....	Employees' request for certain improvements in wages, hours and work- ing conditions.	Hon. Mr. Justice C. P. McTaggart, (C) 3; C. V. Lings, K.C. (E) 1; Arthur W. Rooe- buck, K.C., (M) 1.	Nov. 22, 1939	Mar. 12, 1940	The report of the Board was unani- mous and recommended establish- ment of a basic 8-hr. day, with time and a half for overtime, and an increase in wages of five cents an hour. These recommendations were accepted by the parties con- cerned as a settlement of the dis- pute, and an agreement was signed effective April 1, 1940.
Feb. 7, 1940	London Street Railway Co. and its motormen- conductors, bus opera- tors, shopmen, barmen and trackmen, mem- bers of Division 741, Amalgamated Asso- ciation of Street and Electric Railway and Motor Coach Em- ployees of America.	London, Ont.....	172 dir.; 12 indir.	Company's refusal to re- store in full the wage rates of 1929 as recom- mended by a Board of Conciliation and Investi- gation in April, 1937; also employees' request that annual vacation leave with pay be in- creased from three days to one week.	His Honour Judge J. J. Coughlin, (C) 4; Waldon Lawr. K.C. (E) 1; Oliver Wil- liam Durdin, (M) 1.	Mar. 11, 1940	.....	Proceedings unfinished at the close of the fiscal year.

STREET AND ELECTRIC RAILWAYS

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER FROM APRIL 1, 1939, TO MARCH 31, 1940

(2) TRANSPORTATION AND COMMUNICATION—Continued

MOTOR TRANSPORTATION

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (a) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
April 15, 1939	Saskatoon Cartage and Warehouse Co. and its truck drivers, vanners and helpers, members of Division 200, Automotive Transport Section, Canadian Brotherhood of Railway Employees.	Employees...	Saskatoon, Sask.	26 dir.; 34 indir.	Employees' request for collective agreement including increased wages and certain changes in working conditions.	.....	.....	.....	This application was withdrawn on Aug. 15, an amicable settlement of the dispute having been effected as a result of departmental mediation.
June 5, 1939	SMT (Eastern), Ltd., and its motor coach and freight truck drivers, members of Division 1182, Amalgamated Association of Street and Electric Railway and Motor Coach Employees of America.	Employees...	Province of New Brunswick.	35 dir.; 38 indir.	Failure of union to secure an agreement with company covering union recognition, wages, hours, and working conditions for its members.	Rev. H. E. Thomas, (C) 4; Louis McC. Ritchie, (E); I. J. A. Whitebone, (M) 1.	July 29, 1939	Sept. 9, Sept. 9, 1939	The Board included in its investigation the Saint John Motor Line, Ltd., which is under the same management as SMT (Eastern), Ltd. The report of the Board was signed by the Chairman and Mr. Whitebone, and contained recommendations as to settlement of the dispute, including certain wage increases and union recognition. Mr. Ritchie submitted a minority report. A strike threatened when the company declined to recognize the union. Conferences between the parties followed and a settlement was reached, the Board's recommendations, including that concerning union recognition, being accepted.

EXPRESS

Jan. 9, 1940	Railway Express Agency, Inc., and its foremen, clerks, drivers, chauffeurs, checkers, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Various points in Canada.	60 dir.....	Employees' request for wage increase to conform with an increase of five cents per hour granted on Aug. 1, 1937, to employees of the company in the United States of America.	As a result of departmental mediation this dispute was amicably settled without the necessity of Board reference.
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SHIPPING

Jan. 12, 1939	Ocean steamship companies at the port of St. John, N.B., and their checkers, coopers, etc., a majority of whom were members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees ...	West St. John, N.B.	125 dir.	Employees' request for agreement covering wages and working conditions.	Harold B. Gault, (C) 4; C. Allan Beatty, (E) 1; Tom Moore, (M) 1.	Mar. 22, 1939	April 5, 1939	<p>The report of the Board was unanimous and recommended that the steamship companies should negotiate an agreement with a committee of employees representing the majority of the workers which would not debar employment of those not members of the union in which the majority are members. The report also contained recommendations as to the matters the agreement should cover, including reduction of working hours from 10 to 9 per day, without loss of pay. The Board's recommendations were put into effect during the following winter season. Local 1371 of the International Longshoremen's Association being recognized as the bargaining agency for the employees, a substantial majority having voted in favour of that organization.</p> <p>As a result of departmental mediation an adjustment of the basic rate of pay was reached and arrangements were made for direct negotiations to take place concerning certain working conditions. The application was subsequently withdrawn.</p> <p>As a result of departmental mediation an adjustment of the basic rate of pay was reached and arrangements were made for direct negotiations to take place concerning certain working conditions. The application was subsequently withdrawn.</p> <p>Owing to prolonged absences of the head officials of the company's Pacific Service, as well as of members of the employees' negotiating committee, action on this application was deferred for several months. After the outbreak of war the application was withdrawn.</p>
April 14, 1939	Canadian National Railway and its stevedores, coopers, sealers, checkers, porters, etc., being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees ...	Port Arthur, Ont.	300 dir.; 700 indir.	Employees' request for increased wages and certain improvements in working conditions.				
April 17, 1939	Canadian Pacific Railway Co. and its stevedores, checkers, sealers, coopers, elevator operators, etc., members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees ..	Fort William, Ont.	400 dir.; 700 indir.	Employees' request for increased wages and improved working conditions.				
May 2, 1939	Canadian Pacific Steamships, Ltd., and marine engineers in its Pacific Service being members of Councils and of the National Association of Marine Engineers of Canada, Inc.	Employees ...	Vancouver, B.C.	61 dir.	Employees' request for an adjustment of wages and leave conditions and a signed agreement with the union.				

(2) TRANSPORTATION AND COMMUNICATION—*Concluded*

Shipping—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (a) employer; (x) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Feb. 5, 1940	Peterson Steamships, Ltd., and its marine engineers represented by District Council 3, National Association of Marine Engineers of Canada, Inc.	Employees...	Canadian Great Lakes and St. Lawrence Canals.	75 dir.....	Failure of company to discuss conditions of employment with the union executive or to consider the request for adoption of a higher wage scale.	.....	.....	.....	The application was subsequently withdrawn, a satisfactory arrangement having been reached between the company and its employees.
Mar. 20, 1940	Various ocean steamship companies, represented by the Shipping Federation of Canada, and their longshoremen, members of local 375, International Longshoremen's Association.	Employers...	Montreal, P.Q.	2,600 dir.....	Employees' request for increased wages, reduced hours and various changes in working conditions.	.....	.....	.....	This application was under consideration at the close of the fiscal year.

(3) MISCELLANEOUS

Light and Power and Waterworks

May 6, 1939	Eastern Light and Power Co., Ltd., and its employees being linemen, operators, etc., members of Local Union "B" 1089, International Brotherhood of Electrical Workers.	Employees...	Sydney, N.S.	41 dir.....	Employees' demands for wage increases, improved working conditions and a signed agreement.	.....	.....	.....	As a result of departmental mediation an agreement was reached and the application was withdrawn on June 10, 1939.
June 19, 1939	Corporation of the City of Winnipeg and its high pressure pump employees, pumphouse employees, electrical maintenance men, engineers, etc.; being members of the Electrical and Mechanical Workers' Unit of the Federation of Civic Employees.	Employees...	Winnipeg, Man.	75 dir.; 1,925 indir.	Employees' request for cancellation of the balance of wage reductions in certain cases and for wage increases in other cases, together with certain changes in working conditions.	.....	.....	.....
June 26, 1939	Corporation of the City of Winnipeg and certain of its employees being meter repairmen, hydrant repairmen.	Employees...	Winnipeg, Man.	58 dir.; 1,942 indir.	Employees' request for cancellation of the balance of wage decreases.	.....	.....	.....

men, turnkeys, etc., members of the Waterworks Operators' Union.	June 26, 1939	Employees... Winnipeg, Man.	400 dir.; 1,600 indir.	Employees' request for cancellation of the balance of wage decreases.	Hon. Mr. Justice W. J. Donovan, (C) 3; C. V. McArthur, K.C., (E) 1; R. B. Russell, (M) 1.	Sept. 1, 1939	Nov. 13, 1939	The Chairman and Mr. McArthur recommended further restoration of the 1931 wage rates contingent upon an improvement in the city's financial position or a fairly substantial reduction in the unemployment relief expense. Mr. Russell was of the opinion that an immediate restoration of 5-12% should be made. All three members recommended an increase in the hourly wage rate for common labourers. During the following spring the City Council granted, as from Jan. 1, 1940, wage restorations to all civic employees amounting to 2-4 1/2% of existing salaries. This cancelled the balance of the wage decrease made in 1933, leaving the 10% wage reduction of 1932 in effect.
Corporation of the City of Winnipeg and certain of its employees comprising the clerical forces and meter readers of the Hydro Electric System and Water Works System, being members of the Federation of Civic Employees' Clerical Branch.	June 26, 1939	Employees... Winnipeg, Man.	40 dir.; 1,960 indir.	Employees' request for cancellation of the balance of the wage reductions for certain employees and for wage increases for others, together with certain change in working conditions.	The last-mentioned Board dealt with this application, through Mr. K. Tallin (M) (1), being appointed, however, in substitution for R. B. Russell.	.....	Nov. 17, 1939	The report of the Board was signed by the Chairman and Mr. McArthur, who recommended further restoration of the 1931 wage rates contingent upon an improvement in the city's financial position or a fairly substantial reduction in the unemployment relief expense. Mr. Tallin submitted a minority report recommending that the basic wage rates of 1931 be immediately restored. During the following spring the City Council granted, as from January 1, 1940, restorations to all civic employees amounting to 2-4 1/2% of existing salaries. This cancelled the balance of the wage decrease made in 1933, leaving the 10% wage reduction of 1932 in effect.
Corporation of the City of Winnipeg and various classes of employees of its Hydro Electric System at Winnipeg, Pointe du Bois and Slave Falls, Man.	July 3, 1939	Employees... Winnipeg, Pointe du Bois and Slave Falls, Man.	160 dir....	Employees' request for cancellation of existing wage reductions.	.....	.....	.....	.....
Corporation of the City of Edmonton and the employees in the City Engineer's and Waterworks Departments being members of Edmonton Civic Employees' Federal Union 30.	Dec. 8, 1939	Employees... Edmonton, Alta.	265 dir.; 700 indir.	Employees' request for increased wages, payment for legal holidays, and certain changes in working conditions; also strict observance of certain clauses in existing agreement.	.....	.....	.....	As a result of departmental mediation this dispute was amicably settled and the application was withdrawn.
Quebec Power Co. and its operators, linemen and metermen, members of Local Union "B" 1106, International Brotherhood of Electrical Workers.	Feb. 12, 1940	Employees... Quebec, P.Q....	34 dir.; 30 indir.	Employees' request for deletion of certain words, which they claimed to be inconsistent, in the clause relating to overtime in the existing agreement; also a change in the number of hours worked by patrolmen.	.....	.....	.....	Through departmental mediation conferences were arranged between the disputing parties. The company, however, challenged the right of the applicants to negotiate on behalf of the majority of the employees covered by the application, and this matter was receiving consideration at the close of the fiscal year.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER FROM
APRIL 1, 1939, TO MARCH 31, 1940

(3) MISCELLANEOUS—Concluded

ELEVATORS

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (E) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Sept. 8, 1939	Bawlf Terminal Elevator Co. Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Port Arthur, Ont.	35 dir.; 10 indir.					
Sept. 8, 1939	Canadian Consolidated Grain Co. Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Port Arthur, Ont.	50 dir.; 20 indir.					
Sept. 8, 1939	Eastern Terminal Elevator Co. Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Port Arthur, Ont.	60 dir.; 20 indir.					
Sept. 8, 1939	Saskatchewan Pool Terminals, Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Port Arthur, Ont.	300 dir.; 100 indir.					
Sept. 8, 1939	McCabe Bros. Grain Co. Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Port Arthur, Ont.	70 dir.; 25 indir.	Question of degree of recognition to be accorded union, and employees' request for increased wages and shorter hours.	Hon. W. F. A. Turgeon, (C) 4; M. A. MacPherson, K.C. (E) 1; Alexander Gibson, (M) 1.	Oct. 13, 1939	Jan. 15, 1940	The report was signed by the Chairman and Mr. MacPherson and recommended for adoption a draft agreement which included recognition of the union as the bargaining agency for all elevator employees below the rank of general foreman, although certain sections of the

agreement were not to apply to monthly employees. No change in wages or hours was recommended. Mr. Gibson submitted a minority report.

An agreement was subsequently signed based on the Board's recommendations, the employers, however, agreeing to an increase of 5c. an hour in the overtime rate, together with other minor changes.

Sept. 8, 1939	United Grain Growers Terminal, Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Port Arthur, Ont.	50 dir.; 20 indr.
Sept. 8, 1939	Federal Grain, Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Fort William, Ont.	90 dir.; 25 indr.
Sept. 8, 1939	Fort William Elevator Co. and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Fort William, Ont.	40 dir.; 10 indr.
Sept. 8, 1939	Manitoba Pool Elevators, Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Fort William, Ont.	250 dir.; 100 indr.
Sept. 8, 1939	N. M. Paterson and Co., Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Fort William, Ont.	50 dir.; 20 indr.
Sept. 8, 1939	Ogilvie Flour Mills Co., Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Fort William, Ont.	30 dir.; 10 indr.
Sept. 8, 1939	Western Grain Co., Ltd., and its employees being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees... Fort William, Ont.	35 dir.; 10 indr.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER FROM
APRIL 1, 1939, TO MARCH 31, 1940

(4) WAR WORK

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (E) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Feb. 16, 1940	Canada Veneers, Ltd., and its employees being members of Local 2533, United Brotherhood of Carpenters and Joiners of America.	Employees...	St. John, N.B..	190 dir.; 33 indir.	Request of union for agreement providing increased wages and improved working conditions; also for reinstatement of employee (secretary of union) who was alleged to have been wrongfully dismissed.	L. M. Ritchie, (E) 1; James A. Whitebone, (M) 1.	.....	.....	Proceedings unfinished at the close of the fiscal year.
Mar. 26, 1940	Dominion Steel and Coal Corporation, Ltd., and employees in its Sydney steel plant, members of Lodge 1064, Steel Workers' Organizing Committee.	Employer and employees.	Sydney, N.S. . .	Approx 4,000 dir.	Employees' request for increased wages.	Major John S. Roper, K.C., (E) 1; Dr. Thomas O'Reilley Boyle, (M) 1.	.....	.....	Proceedings unfinished at the close of the fiscal year.

II. DISPUTES NOT FALLING CLEARLY WITHIN THE DIRECT SCOPE OF THE ACT

May 12, 1939	Canadian Vickers, Ltd., and employees in its Aircraft Department, being members of the Quebec Branch of Aircraft Employees of Canada (All-Canadian Congress of Labour).	Employees...	Montreal, P.Q. .	362 dir.	Employees' request for agreement covering wages and working conditions; also their claim that company in laying off employees had unjustly discriminated against two members of employees' committee.	.....	.....	.....	The company disclaimed discrimination, and promised to re-engage the two men as soon as working conditions permitted. The men were later re-employed and the company indicated its willingness to negotiate with a committee of its employees looking to a collective agreement under the provincial laws.
May 30, 1939	B. F. Goodrich Rubber Co. of Canada, Ltd., and certain of its employees being members of Local 73, United Rubber Workers of America.	Employees...	Kitchener, Ont.	750 dir.	Employees' request for an agreement with the union embodying a general wage increase of 5c. per hour throughout the plant and an increase of 3-2c. per hour in the base rate for 21 boys in the Shoe Division; also for payment every week, instead of every two weeks, in cash instead of by cheque.	.....	.....	.....	The industry not being one to which the Industrial Disputes Investigation Act primarily applies, a Board could be established only with the joint consent of the parties concerned. The employers consent being withheld, no Board was established. Subsequently a settlement was effected as a result of mediation by the provincial authorities.

June 17, 1939	Royal Edward Hotel and its employees be- ing members of Local 761, Hotel and Res- taurant Employees In- ternational Alliance.	Port William, Ont.	32 dir.; 10 indir.	Employees' request for an agreement embodying increased wages.	.....	.....	The industry concerned not being one to which the Industrial Disputes Investigation Act primarily ap- plies, a Board could be established only with the joint consent of the parties concerned. The employ- er's consent being refused, no Board was established.
Dec. 8, 1939	Algoma Steel Corpora- tion, Ltd., and its employees being mem- bers of the Algoma Steel Workers' Union.	Sault Ste. Marie, Ont.	2,435 dir.....	Employees' request for a general increase in wages of 8½c. per hour.	His Honour Judge A. H. Dwyer, (C) J. Lynn O., Spencer, K.C., (M) L. W. F. O'Connor, K. C., (M) L.	Dec. 27, 1939 (interim)	The Board submitted an interim report and adjourned for a period of three months. Proceedings were unfinished at the close of the fiscal year.
Jan. 10, 1940	Northern Fuel Co. Mc- Kinnon Fuels, Ltd., Woodbine Coal Co., and Dibble Coal Co., Ltd., members of the Toronto Retail Fuel Dealers' Association and their employees being drivers, helpers, yardmen and truckers, members of the Coal and Ice Drivers, Help- ers, Yardmen and Truckers Union, Local 83 of the International Brotherhood of Team- sters and Chauffeurs, etc.	Toronto, Ont.	600 dir.; 1,000 indir.	Employees' protest against certain conditions in coal trade in Toronto, such as group buying, guaran- teed prices, coupons, premiums and late deliv- eries, which they alleged to be detrimental to their interests.	.....	.....	Inquiry disclosed that the matter in dispute related wholly to trade practices and were not such as would come within the provisions of the Industrial Disputes Inves- tigation Act. A Board was there- fore not established.
Mar. 9, 1940	Jas. Harris, Burke Elec- tric Co. and O. King and their employees being members of Loc- al Union 115, Inter- national Brotherhood of Electrical Workers.	Kingston, Ont.	10 dir.; 19 indir.	Employees' request for increased rates of pay.	.....	.....	The application did not meet the requirements of the Act in respect to the number of employees involved, none of the contractors employing as many as ten workmen, and no Board was established. The case was dealt with, however, by the Conciliation Service of the Department.

V. GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) authorizes the issue of Government Annuities for old age, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than \$10 and not more than \$1,200, payable in quarterly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period shall be the longer. Annuities may be deferred or immediate. Deferred annuities are for purchase by younger persons desiring to provide for their old age, by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In the latter case the purchase money required may be derived partly from the wages of employees and partly from employers' contributions. Interest in retirement annuity plans was maintained during the year under review. Nineteen new agreements for the sale of annuities were entered into with industrial establishments on behalf of their employees, and with various other corporations, making a total of fifty such agreements in effect. Details of the employees' retirement pension plans under the Act are published from time to time in the *Labour Gazette*.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1940, the total number of individual annuity contracts issued was 58,915. Table I shows the number of contracts issued and net receipts by fiscal years throughout the period. It will be seen that, in the fiscal year under review, in addition to 7,774 individual contracts, four group contracts were issued. These group contracts were drawn up under a new method whereby, when an employer of labour enters into an agreement for the purchase of annuities on behalf of his employees, only one contract is necessary, the arrangement being that an individual contract will be issued to each such employee when his annuity becomes due. Of the four group contracts tabulated, three contracts (covering 1,176 employees) were entered into during the year under review. The fourth replaced an agreement entered into during the previous year and covered 64 employees. Consequently the four group contracts cover 1,240 employees. In addition, there are in effect 46 agreements (sixteen of which were issued during the year) whereunder deferred contracts were issued to individual employees. It is the intention of the Branch in future to issue group contracts wherever practicable. Of the 7,774 individual contracts issued during the fiscal year, 1,824 were for immediate annuities and 5,950 for deferred annuities. The average amount of annuity under new immediate annuity contracts was \$381.

The total net receipts throughout the period were \$153,300,030.41, of which net receipts for the year were \$20,001,533.26. This sum represents total receipts less premiums returned without interest in cases where application for annuity was cancelled.

The balance at credit of the Annuities Fund as of March 31, 1940, is shown in Table II to be \$140,041,963.05. As the value of all annuities in force on that date was \$140,420,970.00, the transfer of \$379,006.95 will be necessary in order to maintain the reserve. The excess of receipts over payments during the year under review was \$16,975,565.03.

Of the 58,915 individual contracts issued since the inception of the Act, 4,855 have been cancelled, leaving in effect on March 31, 1940, 54,060 contracts (Table III). Of these 20,416 have vested and the annuity thereunder is being paid, while 33,644 deferred annuities are being purchased. The total amount of annuity payable under vested contracts was \$8,363,114, an average of \$410 per contract. The value of all outstanding annuities was \$140,420,970, of which \$97,362,754 was the value of vested annuities and \$43,058,216 the value of deferred annuities. As stated above, the deferred value includes four group contracts covering 1,240 employees.

TABLE 1.—NUMBER OF ANNUITY CONTRACTS ISSUED AND NET RECEIPTS THEREUNDER, BY FISCAL YEARS

Fiscal Year Ending Mar. 31	Individual Contracts	Group Contracts	Net Receipts	Fiscal Year Ending Mar. 31	Individual Contracts	Group Contracts	Net Receipts
			\$ cts.				\$ cts.
1909.....	66	.....	50,391 31	1926.....	668	.....	1,938,921 17
1910.....	566	.....	434,490 89	1927.....	503	.....	1,894,885 29
1911.....	1,069	.....	393,441 40	1928.....	1,223	.....	3,843,087 96
1912.....	1,032	.....	441,600 60	1929.....	1,328	.....	4,272,418 87
1913.....	373	.....	417,135 50	1930.....	1,257	.....	3,156,475 24
1914.....	318	.....	390,886 72	1931.....	1,772	.....	3,612,233 88
1915.....	264	.....	314,765 29	1932.....	1,726	.....	4,194,383 81
1916.....	325	.....	441,696 09	1933.....	1,375	.....	3,547,345 03
1917.....	285	.....	432,272 40	1934.....	2,412	.....	7,071,439 00
1918.....	187	.....	332,792 01	1935.....	3,930	.....	13,376,400 02
1919.....	147	.....	322,154 23	1936.....	6,357	.....	21,281,981 31
1920.....	204	.....	408,718 78	1937.....	7,806	.....	23,614,823 95
1921.....	195	.....	531,800 45	1938.....	5,724	.....	13,550,483 22
1922.....	277	.....	748,159 73	1939.....	8,518	.....	18,189,318 98
1923.....	339	.....	1,028,353 07	1940.....	7,774	4	20 001,533 26
1924.....	409	.....	1,458,818 92				
1925.....	486	.....	1,606,822 03	Totals..	58,915	4*	153,300,030 41

*Under the four new group contracts 1,240 employees are included.

DEPARTMENT OF LABOUR

TABLE II—GOVERNMENT ANNUITIES FUND STATEMENT
FOR YEAR ENDED MARCH 31, 1940

ASSETS	
Balance at credit of fund, April 1, 1939.....	\$ 123,066,398 02
Receipts, 1939-40, less payments.....	16,975,565 03
Balance at credit of fund, March 31, 1940.....	140,041,963 05
Amount to be transferred to maintain reserve.....	379,006 95
	140,420,970 00
LIABILITIES	
Value of all outstanding annuities (see Table III).....	140,420 970 00
RECEIPTS	
Immediate annuities.....	9,998,409 70
Deferred annuities.....	10,064,293 68
Interest at 4% to March 31, 1940.....	5,103,477 52
	25,166,180 90
PAYMENTS	
Vested annuities.....	7,893,101 91
Commuted values.....	35,608 67
Premiums returned with interest.....	200,735 17
Premiums returned without interest.....	61,170 12
	8,190,615 87
Receipts less payments, 1939-40.....	16,975,565 03
	25,166,180 90

TABLE III—VALUATION, MARCH 31, 1940, OF ANNUITIES CONTRACTED FOR UNDER
THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE

Classification of Annuities	Number of Contracts		Amount of Annuity	Present Value of Annuities in Force
	Individual Contracts	Group Contracts	\$	\$
Vested—				
Male.....	3,357	.....	1,513,030	13,549,571
Female.....	6,339	.....	2,286,745	24,024,528
Male, guaranteed.....	2,848	.....	1,367,278	16,114,023
Female, guaranteed.....	4,901	.....	1,874,896	25,228,189
Last survivor.....	1,991	.....	862,402	11,533,982
Last survivor, guaranteed.....	980	.....	458,763	6,912,461
Total vested.....	20,416	.....	8,363,114	97,362,754
Deferred.....	33,644	4	.....	43,058,216
Totals.....	54,060	4*	.....	140,420,970

*Under the four new group contracts 1,240 employees are included.

ANALYSIS OF VESTED ANNUITIES

The statistical tables given below were compiled from data regarding vested contracts (those under which annuity was being paid) in Table III, exclusive of last survivor contracts. In Table IV (a) the number of contracts analysed was 17,445. This number includes those under which, the life having failed during the guarantee period, annuity certain is payable. From this table, which shows the distribution of contracts by *amount of annuity*, it may be seen that 75 per cent of the annuities are for amounts under \$600, 15 per cent are for \$600 to \$1,200, and 10 per cent are for \$1,200 or over (those over \$1,200 having been issued prior to August, 1931). In Table IV (b) the number analysed was 16,990, which includes all contracts on existing single lives. The classification is by *age and sex of annuitant* and shows the largest age group to be 60-69 for both sexes, the average age attained under all contracts being 65·1.

TABLE IV—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1940

(a) BY AMOUNT OF ANNUITY

Amount of Annuity	Number	p. c.	Cumulative p. c.
Less than \$300.....	8,865	50·8	50·8
\$300 and less than \$ 600.....	4,151	23·8	74·6
\$600 " 900.....	2,061	11·8	86·4
\$900 " 1,200.....	651	3·7	90·1
Exactly \$1,200.....	1,559	9·0	99·1
Over \$1,200.....	158	0·9	100·0
Totals.....	17,445	100·0	100·0

(b) BY SEX AND AGE OF ANNUITANT

Age Attained	Male		Female		Total		
	Number of Contracts	p. c.	Number of Contracts	p. c.	Number of Contracts	p. c.	Cumulative p. c.
Less than 40.....	115	1·9	302	2·7	417	2·5	2·5
40-49.....	284	4·8	690	6·3	974	5·7	8·2
50-59.....	1,216	20·4	2,232	20·2	3,448	20·3	28·5
60-69.....	2,233	37·5	4,169	37·8	6,402	37·7	66·2
70-79.....	1,650	27·7	2,876	26·1	4,526	26·6	92·8
80-89.....	439	7·4	712	6·4	1,151	6·8	99·6
90 and over.....	21	0·3	51	0·5	72	0·4	100·0
Totals.....	5,958	100·0	11,032	100·0	16,990	100·0	100·0

VI. EMPLOYMENT OFFICES CO-ORDINATION ACT

The fiscal year ended March 31, 1940, was the twenty-second in which the Employment Service Branch, set up under the Employment Offices Co-ordination Act, co-operated with the provincial governments to maintain the Employment Service of Canada.

FUNCTIONS OF THE BRANCH

The primary function of the Employment Service Branch is administrative—that of administering the Employment Offices Co-ordination Act (Chapter 57 of the Revised Statutes of Canada, 1927). This Act empowers the Minister of Labour:—

- (a) to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them;
- (b) to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters; and
- (c) to compile and distribute information received from employment offices, and from other sources, regarding prevailing conditions of employment.

The Department of Labour does not itself operate any public employment offices, but, through the device of paying subventions to the provinces, as provided in the Act, encouragement is given to the governments of the several provinces to operate such offices on a uniform basis. In view of the close co-ordination of effort which is attained, the employment offices of the several provinces and the federal clearing houses, though each unit retains its individual identity, are commonly considered as a single organization known as the Employment Service of Canada.

AGREEMENTS WITH THE PROVINCES

The Employment Offices Co-ordination Act provides in Section 6 that:—

The payments hereinbefore authorized shall, as to each province, be **conditional upon agreement** between the Minister and the government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied, and upon such agreement being approved by the Governor in Council.

During the fiscal year 1939-40, uniform agreements were concluded with all the provincial governments except that of Prince Edward Island. The sum of money which was specified in the agreement as being available for payment by the Department of Labour to the provinces was the statutory provision of \$150,000. This amount was distributed among the provinces in proportion to their expenditures on public employment office administration and operation,

the provinces being entitled to claim a portion of the federal appropriation in respect of expenditures on the operation and maintenance of these offices, but not for expenditures on premises or equipment. The amount of \$150,000 distributed among the provinces enabled a repayment to them of 27·0 per cent of their gross expenditures in this field, this percentage being slightly less than that of the previous year. Table No. 1 on page 55 shows the amount spent by the various provinces, together with the amounts paid to them by the Department of Labour. In addition, the Department furnished the provinces with the different forms utilized in the employment offices.

The annual agreements between the Minister of Labour and the several provincial governments, concluded under the terms of the Act, provide that the province, in the operation of its employment offices, shall register all applicants offering themselves for employment and undertake to locate suitable workers for all employers listing vacancies, without charging any fee or commission either to employer or employee. The province further agrees that the officials of the Employment Service shall accept no responsibility with respect to rates of wages or other working conditions offered or asked, but shall merely communicate the information available on these subjects to the applicant or employer, as the case may be. It is also agreed that where employment is reported to be affected by an industrial dispute, employees being referred to such employment shall be notified of this fact. Another important provision of the agreements is that the province shall make a special endeavour to place in suitable employment handicapped men suffering from the effects of active service during the Great War. In the agreements the provinces undertake to furnish the Department of Labour with information relative to the transactions of the offices, industrial information and the like. The Department of Labour is authorized to inspect the provincial employment offices from time to time, to determine whether the conditions of the agreement are being respected.

LOCATION OF EMPLOYMENT OFFICES

Every office of the Employment Service offers facilities for both men and women who are seeking work in any occupation, and for employers seeking any sort of help. Obviously, it is neither practicable nor advisable to segregate the various functions of the offices at all centres, but when the volume of work warrants it, and where the population to be served is of sufficient magnitude, such division of functions is made, and separate departments are operated for men and women, skilled and unskilled workers, farm, factory and domestic applicants, etc. In Western Canada, where seasonal workers, such as farm labourers, are regularly hired in large numbers, it is customary to operate temporary offices at some of the smaller centres in the busy season.

During the year the number of centres in which offices are maintained was increased to 77. The list of centres where offices are now located is as follows:—

Nova Scotia (four centres).—Halifax, Kentville, New Glasgow, Sydney.

New Brunswick (three centres).—Chatham, Moncton, Saint John.

Quebec (eleven centres).—Chicoutimi, Hull, La Tuque, Matane, Montreal, Quebec, Rouyn, Sherbrooke, Thetford Mines, Three Rivers, Val d'Or.

Ontario (thirty-three centres).—Barrie, Belleville, Brantford, Chatham, Fort William, Galt, Guelph, Hamilton, Kenora, Kingston, Kitchener, London,

New Toronto, Niagara Falls, North Bay, Oshawa, Ottawa, Owen Sound, Pembroke, Peterborough, Port Arthur, St. Catharines, St. Thomas, Sarnia, Sault Ste. Marie, Simcoe, Stratford, Sudbury, Timmins, Toronto, Welland, Windsor, Woodstock.

Manitoba (four centres).—Brandon, Dauphin, Portage la Prairie, Winnipeg.

Saskatchewan (nine centres).—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta (five centres).—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

British Columbia (eight centres).—Kamloops, Nanaimo, Nelson, New Westminster, Penticton, Prince Rupert, Vancouver, Victoria.

For the purpose of co-ordinating the efforts of the various local offices, and to facilitate the transfer of any kind of labour from districts over-supplied to those where a dearth exists, eight clearing houses have been established throughout Canada. Those for provincial clearance, operated by the provincial governments as part of the Employment Service of Canada, are situated at Montreal, Toronto, Winnipeg, Regina, Edmonton and Vancouver. Those for interprovincial clearance, operated by the Department of Labour in the interests of the Employment Service of Canada, are the Eastern Clearing House, Ottawa, and the Western Clearing House, Winnipeg.

WAR WORK

A conference of Dominion and provincial officials was convened on October 16 and 17, 1939, by the Minister of Labour for the purpose of determining the policy to be pursued by the Employment Service of Canada in ensuring the maintenance of an adequate supply of skilled and semi-skilled workers for war-time industrial requirements. The conference decided upon the immediate institution of a nation-wide survey as to the availability of skilled and semi-skilled labour to meet the demand consequent upon the placing of large contracts for war supplies by the British and Canadian Governments and the inauguration of the training scheme for Empire aviators. The number of such workers registered to March 31, 1940, was 27,144. Of this total 25,942 registrants were men and 1,202 were women.

At the request of the Department of National Defence the offices of the Employment Service of Canada undertook a registration of ex-members of the Royal Naval Air Force, the Royal Flying Corps, the Royal Air Force and the Royal Canadian Air Force who were willing to re-engage as tradesmen. This registration was commenced on October 10, 1939, and applications received to March 31, 1940, numbered 1,127.

A large number of civilians have been engaged through offices of the Employment Service for employment on national defence projects.

SPECIALIZED EMPLOYMENT WORK ON BEHALF OF HANDICAPPED EX-SERVICE MEN

One of the more important phases of the administration of the Employment Service Branch is that of specialized employment work on behalf of handicapped veterans of the Great War. Until the fiscal year 1923-24 the Department of Pensions and National Health (formerly the Department of Soldiers' Civil Re-establishment) endeavoured to place in suitable employment men having physical handicaps due to war service, but since that time the Department of

Labour has been charged with the responsibility of this work in all provinces except Quebec, having incorporated it into that of the Employment Service of Canada.

The annual agreements between the Minister of Labour and the several provinces contain a special clause in which the provinces agree to undertake in all employment offices to register and to endeavour to place employable handicapped ex-service men, while the Department of Labour undertakes to appoint and pay in full any additional employees necessary for the providing of adequate facilities to this end at the more important points. The centres at which federal employees are loaned to the provinces for this specialized employment office work have been selected because of their relative importance as the places of residence of handicapped ex-service men. At the present time such federal employees are maintained in the provincial employment offices as follows: Halifax, 1; Ottawa, 1; Toronto, 4; Winnipeg, 1; Vancouver, 3; and Victoria, 1.

The general observations made on this phase of the work of the Employment Service in preceding annual reports may well be repeated this year. The assistance given by the provincial authorities in connection with the placement of handicapped ex-service men has been most satisfactory and illustrates the degree of success encountered in Dominion-provincial co-operation to operate the Employment Service. The work of seeking to place satisfactorily men who are suffering from war disabilities is difficult of accomplishment. Certain classes of disabilities drastically limit the employment opportunities of those unfortunate enough to be afflicted with them, with the result that many avenues of employment are not open to these applicants. Further, during the past few years, owing to the competition for vacancies offered by workers who are fully physically fit, opportunities for placing handicapped men have diminished considerably. On account of the physical handicaps and the psychological objections to engaging disabled persons, in many instances it is not possible to place these applicants in regular employment, and only casual work can be found for them. Thus, during the last fiscal year, of 2,685 placements of handicapped ex-service men, 65.1 per cent were in employment of a probable duration of seven days or less. The percentage of casual placements for the year 1938-39 was 80.4 and for the year 1937-38 about 76.7 per cent. It might be remarked, however, that many of the regular placements made effected a permanent rehabilitation of the applicants placed. Employers generally have shown a commendable spirit in accepting handicapped ex-service men for employment, and in many instances they have been willing to concede that in selected occupations one hundred per cent efficiency does not demand one hundred per cent physical fitness. Judged by the number of applications made at the employment offices by handicapped ex-service men, though it is now twenty-one and a half years since the Armistice, the obligation of endeavouring to assist these men in securing work shows no considerable diminution.

THE EMPLOYMENT SERVICE AND IMMIGRATION

For some years the Employment Service has provided a regular channel of information for the Department of Immigration and Colonization (now the Immigration Branch of the Department of Mines and Resources) relative to the availability of labour in Canada as a condition precedent to the admission of workers under contract of employment from outside of Canada. Particularly

since the passing of Order in Council P.C. 1413 in August, 1929, under which workers entering Canada under contract must secure special authority from the Immigration Branch, has the Employment Service Branch of the Department of Labour been consulted frequently by the Immigration Branch in this connection. The procedure of the Employment Service is to endeavour to locate suitable workers in Canada willing to accept the employment offered, and in due course the Immigration Branch is notified of the success or otherwise of the Employment Service's efforts. While many cases are dealt with each year, owing to the economic conditions obtaining and the more rigid regulations in respect to entry which were in force, the number of cases up for consideration was at a low level in the year under review. Of course, the final decision as to the admission rests with the Immigration Branch, and in this regard the Employment Service is primarily a fact-finding agency.

STATISTICS: EMPLOYMENT OFFICE AND TRADE UNION UNEMPLOYMENT

As previously stated, certain statistical information covering the field of employment is regularly collected and compiled by the Employment Service Branch and published in the *Labour Gazette*. These statistics are of two classes: (a) administrative statistics, showing the work performed by the employment offices, based on daily reports received from them; and (b) statistics based on monthly reports on unemployment, received from local trade unions. In addition, the *Labour Gazette* publishes each month index numbers of employment in industry and reports on building permits issued, which are collected by the Dominion Bureau of Statistics in accordance with the provisions of the Statistics Act. These statistics are closely followed by large numbers of persons throughout Canada, and the numerous enquiries concerning them received in the Department testify to the value placed upon them by the public.

The tables on page 56 show: (Table No. 2) applications, (Table No. 3) vacancies and (Table No. 4) placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the fiscal year. An analysis of the vacancies and placements by industrial groups for the same period is also given (Table No. 6) on pages 58 and 59. At the base of Tables No. 2, No. 3 and No. 4 are given the comparable totals of the previous fiscal year.

From reports received from local trade unions a figure is compiled monthly showing the percentage of the membership covered which is unemployed on the last day of the month. These statistics, as carried in the *Labour Gazette*, are worked out in considerable detail, being published in such form that each province as a whole, each industry as a whole and each main division of each industry, for the whole of Canada, are shown separately. When referring to trade union members as unemployed, the term "unemployment" has reference only to involuntary idleness due to economic causes. Members who are engaged at work in other than their own trades or who are idle because of illness are not considered for statistical purposes as unemployed. Workers who are involved in strikes or lockouts are excluded from the tabulations. About two-thirds of all organized workers in Canada are regularly covered in this tabulation. Table No. 5 on page 57 gives the percentages of unemployment among the membership of reporting trade unions from January, 1930, to March, 1940, the figure in each case being that for all Canada, for all industries. Figures are also given showing the average monthly trade union membership covered, as well as the average number reported unemployed each month.

LABOUR MOBILITY

While the offices of the Employment Service are located at points of chief industrial activity, the facilities accorded are not utilized only locally, but each office also supplies a considerable number of workers to the contiguous districts. Out of the total of 369,403 placements effected during the period under review, 119,564 were made outside of the centres in which the offices are situated.

Since 1919 the railways have accorded to bona fide applicants at the Employment Service who may desire to travel to distant employment for which no workers are available locally a concession involving a reduced fare. This privilege is effective on the following railroads: Canadian National, Canadian Pacific, Dominion Atlantic, Kettle Valley, Michigan Central, Northern Alberta, Pacific Great Eastern, Quebec Central, Temiskaming and Northern Ontario and the Wabash. The reduced rate is for a second-class fare at 2.5 cents per mile, obtainable on the surrender of a certificate secured at the employment office. By this means 7,462 persons were aided in securing employment during the year. A minimum fare of four dollars is stipulated, so that a person travelling to employment at a distance where the reduced rate does not amount to the minimum is not able to derive the benefit therefrom.

THE EMPLOYMENT SERVICE AND UNEMPLOYMENT RELIEF

Although no comprehensive plan existed to provide for assistance from the offices of the Employment Service in connection with the relief of unemployment and conditions due to unemployment, in most localities the employment offices did assist in such work. In many instances where public works were being carried on to provide employment the selection and rotation of the workers engaged was arranged by the employment office at the request of the public authorities having the work in hand. In other instances applicants for relief were required by civic authorities to show certification by the employment office as to their status as unemployed persons. While it is impossible to commit to a statistical record the assistance given by the employment offices in reference to unemployment relief work, provincial cabinet ministers in charge of unemployment relief in their respective provinces and civic authorities have testified publicly in many cases to the efficient aid afforded by the employment offices in this regard.

TABLE No. 1—FEDERAL SUBVENTIONS TO THE PROVINCES FOR EMPLOYMENT SERVICE WORK DURING THE FISCAL YEAR 1939-40

Provinces	Amount of Original Expenditures		Amount of Federal Subventions	
	\$	cts.	\$	cts.
Nova Scotia.....	19,076	40	5,132	17
New Brunswick.....	10,985	81	2,964	75
Quebec.....	140,017	37	37,772	74
Ontario.....	218,750	56	58,974	98
Manitoba.....	39,147	09	10,534	46
Saskatchewan.....	41,160	84	11,102	57
Alberta.....	35,777	72	9,655	20
British Columbia.....	51,347	66	13,863	13
Total for Canada.....	556,263	45	150,000	00

TABLE No. 2—APPLICATIONS FOR EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1939, TO MARCH 31, 1940

Provinces	Men	Women	Totals
Nova Scotia.....	13,470	8,282	21,752
New Brunswick.....	8,810	6,760	15,570
Quebec.....	142,447	64,567	207,014
Ontario.....	225,024	82,588	307,612
Manitoba.....	51,788	12,784	64,572
Saskatchewan.....	25,843	8,525	34,368
Alberta.....	39,397	11,552	50,949
British Columbia.....	64,373	16,182	80,555
Totals for Canada.....	571,152	211,240	782,392
Comparable Totals, Year 1938-1939.....	598,422	201,227	799,649

TABLE No. 3—VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1939, TO MARCH 31, 1940

Provinces	Men	Women	Totals
Nova Scotia.....	9,864	7,291	17,155
New Brunswick.....	8,413	6,088	14,501
Quebec.....	41,749	49,293	91,042
Ontario.....	98,899	38,652	137,551
Manitoba.....	29,299	9,887	39,186
Saskatchewan.....	17,941	7,059	25,000
Alberta.....	18,690	7,387	26,077
British Columbia.....	29,248	8,729	37,977
Totals for Canada.....	254,103	134,386	388,489
Comparable Totals, Year 1938-1939.....	289,563	126,666	416,229

TABLE No. 4.—PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1939, TO MARCH 31, 1940

Provinces	Regular Placements			Casual Employment			Total Placements		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
Nova Scotia.....	5,979	1,706	7,685	3,895	5,187	9,082	9,874	6,893	16,767
New Brunswick.....	1,392	1,320	2,712	7,006	4,763	11,769	8,398	6,083	14,481
Quebec.....	38,775	22,275	61,050	2,517	14,368	16,885	41,292	36,643	77,935
Ontario.....	55,480	19,131	74,611	41,634	17,621	59,255	97,114	36,752	133,866
Manitoba.....	29,091	4,569	33,660	1,184	5,062	6,246	30,275	9,631	39,906
Saskatchewan.....	14,896	4,262	19,158	2,711	2,036	4,747	17,607	6,298	23,905
Alberta.....	16,104	4,530	20,634	2,548	1,495	4,043	18,652	6,025	24,677
British Columbia.....	14,217	4,428	18,645	14,969	4,252	19,221	29,186	8,680	37,866
Totals for Canada.....	175,934	62,221	238,155	76,464	54,784	131,248	252,398	117,005	369,403
Comparable Totals, Year 1938-39.....	191,942	63,135	255,077	95,999	46,600	142,599	287,941	109,735	397,676

TABLE No. 5—TRADE UNION STATISTICS ON UNEMPLOYMENT

—	1920	1931	1932	1933	1934	1935	1936	1937	1938	1939	1940
Average membership reported.....	206,217	199,034	171,460	150,352	155,694	164,909	177,653	201,567	226,048	245,748	.....
Average number unemployed.....	22,867	33,505	37,652	33,489	28,320	25,336	23,500	21,639	29,643	30,027	.....
Percentage of membership unemployed during year on average.....	11.1	16.8	22.0	22.3	18.2	15.4	13.2	10.7	13.1	12.2	.....
Percentage of membership unemployed by months:—											
January 31.....	10.8	16.0	22.0	25.5	21.2	18.1	14.8	14.5	12.4	15.9	11.3
February 28 (29).....	11.5	15.6	20.6	24.3	20.0	18.2	13.8	13.7	13.7	16.4	11.7
March 31.....	10.8	15.5	20.4	25.1	19.5	16.7	14.5	12.9	12.8	15.7	10.8
April 30.....	9.0	14.9	23.0	24.5	19.1	17.0	15.1	11.1	13.1	13.9	.....
May 31.....	10.3	16.2	22.1	23.8	18.5	15.9	14.8	9.5	13.2	11.7	.....
June 30.....	10.6	16.3	21.9	21.8	18.0	15.4	13.9	10.4	13.5	11.6	.....
July 31.....	9.2	16.2	21.8	21.2	17.9	15.1	12.5	8.9	14.0	11.1	.....
August 31.....	9.3	15.8	21.4	19.0	16.5	14.2	10.8	7.6	11.6	10.9	.....
September 30.....	9.4	18.1	20.4	19.8	16.4	13.0	10.9	7.7	10.4	9.1	.....
October 31.....	10.8	18.3	22.0	19.8	16.2	13.3	11.0	8.9	12.3	9.0	.....
November 30.....	13.8	18.6	22.8	20.4	17.5	13.3	12.7	11.2	13.7	9.7	.....
December 31.....	17.0	21.1	25.5	21.0	18.0	14.6	14.3	13.0	16.2	11.4	.....

TABLE No. 6—VACANCIES AND PLACEMENTS OF THE EMPLOYMENT

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
<i>Manufacturing</i>	452	421	31	275	21	253	2,901	2,319	552	11,785	9,229	2,193
Animal products edible.....	2	2					175	47	127	137	61	76
Fur and its products.....							277	207	39	2	1	
Leather and its products.....				1		1	35	23	2	874	709	177
Lumber and its products.....	174	167	7	16	6	9	310	257	44	506	350	133
Musical instruments.....							1	1		15	7	8
Pulp and paper products.....	12	11	1	3		3	279	181	71	574	315	257
Rubber products.....				1		1	5	5		230	196	22
Textile products.....	2						200	145	8	2,201	1,884	227
Plant products edible.....	75	72	3	79	2	77	75	57	10	969	598	364
Plant products n.e.s.....	1	1		4		4	19	16	1	88	58	30
Wood distillates.....										1		
Chemical and allied products.....	1	1			1		42	32	1	234	136	98
Clay, glass and stone.....				2		2	35	30		294	198	91
Electrical current.....							57	27	30	1,164	1,062	98
Electric apparatus.....				11	1	10	8	6		590	464	71
Iron and steel products.....	183	164	19	58	4	54	375	318	12	3,189	2,602	395
Non-ferrous metal products.....	2	2					871	852	2	255	224	22
Mineral products.....				97	7	90	52	45	4	171	112	64
Miscellaneous.....				2		2	85	70	1	291	222	60
<i>Logging</i>	904	912	13	547	333		9,183	9,196	89	10,913	9,646	100
<i>Fishing and Hunting</i>	4	4								20	16	4
<i>Farming</i>	346	317	30	68	63	4	1,131	1,103	13	16,373	12,294	5,923
<i>Mining</i>	185	185		9		9	133	128	2	1,248	1,126	43
Coal.....	30	30										
Metallic ores.....	155	155					76	71	2	1,196	1,078	40
Non-ferrous ores.....				9		9	57	57		52	48	3
<i>Communication</i>	8	4	4	5		5	5		5	65	9	56
<i>Transportation</i>	42	10	30	86	1	85	278	229	45	1,532	237	1,094
Forwarding and storage.....	30	3	28	77	1	76	145	109	34	898	141	757
Railway.....	6	4	1				1	1		35	17	18
Shipping and stevedoring.....	4	1	1	9		9	131	119	10	397	78	318
Air.....	2	2					1		1	2	1	1
<i>Construction and Maintenance</i>	6,859	4,081	2,768	5,451	842	4,610	25,261	24,104	1,005	44,836	21,859	22,879
Railway.....	39	9	30	1		1	233	155	76	2,520	2,379	129
Highway.....	4,079	1,423	2,645	4,919	501	4,418	13,704	13,097	537	29,949	9,404	20,488
Building and other.....	2,741	2,649	93	531	341	191	11,324	10,852	392	12,367	10,076	2,282
<i>Services</i>	7,989	1,680	5,913	7,903	1,434	6,465	50,945	23,180	15,185	47,879	19,062	28,617
Governmental.....	178	38	138	75	56	19	199	132	40	2,302	1,215	1,065
Hotel and restaurant.....	226	94	117	77	57	20	1,358	1,064	93	2,837	2,151	591
Professional.....	591	66	488	50	40	9	563	389	75	988	509	467
Recreational.....	40	14	24	6	2	4	106	85	3	832	230	584
Personal.....	721	17	702	1,749	23	1,726	1,580	742	774	8,694	657	8,015
Household.....	6,232	1,450	4,444	5,946	1,256	4,687	47,118	20,752	14,200	31,593	14,181	15,794
Farm household.....	1	1					21	16		133	119	1
<i>Trade</i>	340	64	274	340	16	323	1,179	840	187	5,454	1,092	2,344
Retail.....	282	60	220	319	16	302	711	547	102	3,486	1,004	2,071
Wholesale.....	58	4	54	21		21	468	293	85	368	88	273
<i>Finance</i>	26	7	19	19	2	17	28	21	4	146	41	102
<i>All Industries</i>	17,155	7,685	9,082	14,501	2,712	11,789	91,042	61,050	16,885	137,551	74,611	59,255
<i>Men</i>	9,864	5,979	3,895	8,413	1,392	7,006	41,749	38,775	2,517	98,899	55,480	41,634
<i>Women</i>	7,291	1,706	5,187	6,088	1,320	4,763	49,293	22,275	14,368	38,652	19,131	17,621

SERVICE BY INDUSTRIES, APRIL 1, 1939, TO MARCH 31, 1940

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
1,059	855	220	348	206	139	543	417	120	991	575	408	18,354	14,043	3,716
25	19	6	44	16	26	63	58	4	55	31	23	501	234	262
6	4	2	5	1	4	2	2		1	1		291	214	45
14	14		7		7	2	2		1		1	934	748	188
87	95	3	25	20	5	209	192	17	252	186	64	1,579	1,273	282
1												17	8	9
41	25	16	1	1		1	1		59	40	19	970	574	367
2	2		7	5	2				1	1		246	209	25
261	219	43	11	6	5	11	8	1	28	18	6	2,714	2,281	291
82	39	49	66	54	12	50	32	15	78	43	34	1,480	897	564
8	6	2	5	4	1	2	2		1		1	128	87	39
	1											1	1	
30	12	18	7	5	2	3	1	2	10	6	4	328	194	125
4	4		82	57	25	17	17		11	9	2	445	315	120
243	235	8	2	1	1	15	5	10	19	5	14	1,500	1,335	161
20	11	9	2	1	1	4	4		7		7	642	517	98
190	147	46	50	14	35	119	58	61	418	216	202	4,582	3,523	824
8	7	1				1	1		13	4	9	1,150	1,090	34
10	5	5	22	19	3	35	31	4	24	8	16	411	227	186
21	10	11	12	2	10	11	5	6	13	7	6	435	316	96
1,795	2,562	1	485	418	1	2,566	2,380	184	2,379	2,773	100	29,012	28,150	488
17	17					52	52		3	2		96	91	4
11,991	11,827	226	19,009	11,437	259	10,751	10,554	165	1,716	1,535	139	54,385	49,130	4,769
53	169		15	9		467	466		425	370	55	2,540	2,453	109
15	15		15	9		433	433		43	25	18	536	512	18
43	153					17	17		310	305	5	1,797	1,779	47
	1					17	16		72	40	32	207	162	44
15	14	1	2	2		17	16	1	4		4	117	45	72
76	64	15	20	50	160	410	204	206	413	120	292	2,847	915	1,925
31	20	11	121	11	110	237	31	206	217	58	158	1,756	374	1,380
5	5		47	39	8	2	1		12	1	1	108	78	28
2	3					165	166		179	51	128	887	418	466
33	36	2	42		42	6	6		5		5	96	45	51
13,932	13,632	558	3,301	2,432	862	2,728	1,952	777	19,862	8,683	11,245	122,230	77,675	44,402
2,169	2,142	27	1,052	872	176	241	236	5	62	62		6,317	5,855	444
9,893	9,853	42	1,159	853	305	1,952	1,323	633	16,901	6,203	10,708	82,556	42,662	39,776
1,870	1,682	189	1,090	707	381	535	393	139	2,899	2,358	535	33,357	29,058	4,182
9,821	4,334	5,242	8,453	4,571	3,122	8,148	4,519	2,269	10,939	4,497	6,384	151,677	63,277	71,097
38	20	18	97	15	82	18	8	10	863	121	742	3,770	1,605	2,114
599	526	102	339	274	42	459	351	67	410	280	128	6,305	4,797	1,160
242	185	58	1,049	957	88	185	122	56	780	81	688	4,448	2,349	1,929
52	14	41	48	8	44	55	12	43	77	27	50	1,216	392	793
604	60	544	956	29	923	816	55	758	1,325	84	1,237	16,445	1,667	14,679
7,607	2,971	4,474	4,793	2,517	1,941	5,020	2,845	1,332	7,467	3,891	3,539	115,776	49,863	50,411
679	553	5	1,171	771	2	1,595	1,126	3	17	13		3,617	2,604	11
407	133	273	226	27	199	378	67	311	730	145	586	7,054	2,384	4,497
304	102	201	167	16	152	245	44	201	712	135	578	5,626	1,924	3,827
103	31	72	59	11	47	133	23	110	18	10	8	1,228	460	670
15	3	12	11	6	5	17	7	10	15	5	10	277	92	179
39,186	33,680	6,246	25,000	19,153	4,747	26,077	20,634	4,043	37,977	18,645	19,221	388,489	238,155	131,248
29,299	29,091	1,184	17,941	14,896	2,711	18,690	16,104	2,548	29,248	14,217	14,969	254,103	175,934	76,464
9,887	4,560	5,062	7,039	4,262	2,036	7,387	4,530	1,495	8,729	4,428	4,252	134,386	62,221	54,784

VII. TECHNICAL EDUCATION ACT

In 1919 the Dominion Parliament passed the Technical Education Act, authorizing a contribution of ten million dollars to the provinces, to be expended over a period of ten years for the purpose of assisting any form of vocational, technical or industrial education or instruction deemed necessary or desirable in promoting industry and the mechanical trades, or increasing the earning capacity, efficiency and productive power of those employed therein. The yearly grants to the provinces sanctioned under the provisions of the Act were determined by first setting aside the sum of ten thousand dollars for each province and then dividing the remainder in proportion to population.

As has been pointed out in previous reports, during the ten years in which the Act was operative only the Province of Ontario earned its entire allotment, and in order that the remaining provinces might have a further opportunity to earn the balance of the money originally allotted to them the Act was extended at the 1929 session of Parliament for a term of five years.

At the expiration of the five-year extension there were still three provinces, namely, Manitoba, Nova Scotia and Saskatchewan, which had not been able to take full advantage of their apportionments, and in order that these three provinces might not be deprived of any part of their original appropriation the Act was again extended at the 1934 session of Parliament for another five years.

During the second five-year extension of the Act the Provinces of Nova Scotia and Saskatchewan exhausted the entire balance of their allotments, and at the expiration of this extension Manitoba alone had an unexpended balance.

In order that the Province of Manitoba might have the opportunity to take advantage of the sum still available, during the 1939 session of Parliament the Act was once again extended for five years from March 31, 1939. The Province of Manitoba will accordingly continue to be reimbursed for expenditures made under the provisions of the Act and amendments thereto, up to the amount to its credit, provided that the amount is earned prior to March 31, 1944.

At the beginning of the fiscal year 1939-40 there was available to the Province of Manitoba the sum of \$275,223.13, of which the province earned and received \$30,732.70 during the year, leaving an unearned balance of \$244,490.43.

The extent of the work in Manitoba and the trends of development during the period under review are indicated in the following statement.

MANITOBA

Teacher Training.—With a view to the promotion of technical education throughout the province, greater attention was given during the past year to teacher training. Courses were offered at the Normal School and at summer school, instruction being given in homemaking, general shop and practical arts for rural schools.

Vocational Guidance.—Through the medium of its guidance leaflets the Technical Education Branch has been able to render timely service to an increasing number of youth concerned with making vocational training and placement adjustments following the outbreak of war. Young men anxious to serve in the Royal Canadian Air Force and in auxiliary occupations have received personal guidance. Those students located too far from the Branch to benefit from personal contact were assisted by means of correspondence.

Correspondence Courses.—With changing occupational trends and an increasing demand for new courses, it has been necessary to revise the content of several of the standard courses and to make additions to the list of courses offered. The following table shows the enrolment in the various correspondence courses from April 1, 1939, to March 31, 1940.

Course	Adult	High School	Course	Adult	High School
Accounting.....	5		Dressmaking.....	5	10
Aeronautics.....	1	9	Electrical Engineering...	2	
Air Conditioning.....	2		Electrical Refrigeration..	1	
Architecture.....	1		Journalism.....	1	
Automobile Operation and Repair.....	2	8	Mechanical Drafting.....	1	
Automotive Engineering..	3		Metallurgy.....	1	
Automotive Essentials.....		1	Milling.....	8	
Bookkeeping.....		8	Practical Electricity....	4	12
Candy Making.....	1		Printing.....	1	
Carpentry.....		2	Radio.....	31	3
Commercial Art.....	7	12	Shorthand.....	3	21
Contracting & Building...	1		Steam Engineering.....	54	
Cooking.....		2	Typewriting.....	4	20
Diesel Engineering.....	5	25		145	133
Diesel-Electric Engineering.....	1				

Winnipeg School of Art.—The total enrolment in all classes of the Winnipeg School of Art during 1939-40 was 180. Seven teachers were employed, 2 on full time, 3 on part time and 2 for special classes.

There were 14 male and 35 female students, a total of 49, enrolled in day classes. Studies of the first-year class, which numbered 18, included still life, antique, design, lettering and composition. The second-year class, numbering 17, and the third-year class, numbering 14, were given instruction in life, design, figure composition and illustration. Students attended classes 5 days weekly, 5 hours per day, for a total of 825 hours during the session.

Enrolment in evening classes was 54, consisting of 26 male and 28 female students. The antique class, 24 in number, studied drawing, still life, painting and advertising lay-out, while the 30 members of the life class were instructed in drawing, painting and composition. Students attended classes 3 evenings weekly, 2½ hours per evening, for a total of 120 hours during the session.

There were 39 students, 20 male and 19 female, enrolled in Saturday morning classes. Junior students attended these classes for 2½ hours each Saturday morning, a total of 82 hours during the session.

Special classes were conducted in water colour painting and show-card writing. Enrolment in the former was 24, consisting of 3 male and 21 female students. The show-card writing class had an enrolment of 14 students, 9 male and 5 female.

Nautical Education.—After receiving information from the Director of Marine Services, Ottawa, concerning the need for nautical education for boat operators on Lake Winnipeg, the Technical Education Branch organized a nautical school. Training was provided during the year for several men who were candidates for master's and mate's certificates in a recent examination held in Winnipeg.

Evening Classes.—In former years classes have been held almost exclusively in Winnipeg. During the year under review classes were opened at the following outside points: Roblin, St. Vital and Steinbach. Information regarding evening classes held in Winnipeg during the year is given in the following table:—

EVENING CLASSES IN WINNIPEG

Course	Classes Each Week	Number of Classes Held	Student Enrolment	Average Class Enrolment
Armature Winding.....	1	20	21	10
Auto Mechanics.....	3	30	43	12
Commercial.....	9	181	377	21
Drafting—				
(Architectural).....				
(Mechanical).....	5	100	161	16
(Sheet Metal).....				
Electricity.....	4	80	138	17
Homemaking Courses.....	3	61	70	10
Machine Shop.....	6	156	269	23
Navigation (Air Force).....	3	6	51	17
Radio.....	2	40	76	19
Weaving.....	1	16	25	12
Welding.....	4	90	161	22
Wireless Telegraphy.....	2	13	90	45
Woodwork.....	9	165	267	15
Totals.....	52	958	1,749	18

Day Classes in Winnipeg.—The following table gives a summary of the number of teachers and student attendance at day school classes in Winnipeg during the year 1939-40:—

Grade	Course	Teachers					Pupils				
		Part Time		Full Time			Enrolment			Average Attendance	
		Male	Female	Male	Female	Total	Male	Female	Total	Male	Female
X	<i>Daniel McIntyre—</i>										
XI	Commercial.....	9	9	5	1	24	250	175	425	162.04	153.71
	Commercial.....						140	165	305	124.00	144.83
X	<i>St. John's—</i>										
XI	Vocational.....	4	4			8	102	24	126	86.65	19.57
X	Vocational.....						37	19	56	30.12	16.41
XI	Commercial.....	2	6	6	8	22	77	101	178	69.92	89.92
	Commercial.....						95	152	247	86.91	136.25
X	<i>Kelvin—</i>										
XI	Commercial.....			1	1	2	54	62	116	51.2	56.4
X	Commercial.....						37	39	76	33.8	35.4
X	Vocational (a).....	7	3			10	24	23	47	18.1	19.1
XI	Vocational (b).....										
XI	Vocational (a).....						18	14	32	17.8	13.1
	Vocational (b).....										
X	<i>Isaac Newton—</i>										
XI	Commercial.....	2			4	6	89	135	224	80.38	122.01
	Commercial.....						92	83	175	79.21	78.19
X	<i>Gordon Bell—</i>										
X	Commercial (a).....	3	4		1	8	118	119	237	110.83	108.36
	Commercial (b).....						66	78	144	61.86	70.77
X	<i>Lord Selkirk—</i>										
	Commercial.....	2	1		1	4	52	52	104	49.17	49.66
X	<i>Cecil Rhodes—</i>										
	Commercial.....	1	3			4	44	49	93	41	46
	Totals.....	30	30	12	16	88	1,295	1,290	2,585		

Brandon Technical School.—Open from September 15 to June 30, the Brandon Technical School offers a course in automobile mechanics and allied trades such as painting, welding, tire repairing and elementary electricity. In the first year the course is arranged to cover the complete car in general. This procedure enables the student to qualify as a garage helper. Students who

have completed the first year may return and specialize in various fields such as body work, painting or motor tune-up. Individual instruction is given wherever possible. About 10 per cent of the time is spent in the classroom for lectures and demonstration work; the remainder is spent in practical work on cars, batteries and different types of motors. Students from rural districts give some special attention to internal combustion engines as applied to farm work. During the past year the peak enrolment was 25. The age of students ranged from 17 to 21. About one-third were from rural Manitoba or surrounding small towns. Seven of the students are now working in garages and five have returned to the farm.

Vocational Education at Pine Falls.—For the past two years classes in machine shop practice, drafting and forestry have been held in the plant at the Pine Falls Paper Mill. Apprentices and those preparing to enter these occupations receive vocational training during two-hour evening sessions. The company in charge of the plant has co-operated wholeheartedly in this project. Enrolment during the past year was as follows: machine shop, 12; drafting, 15; and forestry, 8.

Prospective Vocational Classes Associated with Industry.—Plans are being made in co-operation with the superintendents of the power plants at Great Falls, Pinawa and Seven Sisters to organize classes for apprentices similar to those held at Pine Falls. In response to a request from these plants the Technical Education Branch is working out, in conjunction with other government officials, an industrial accident plan to protect those working in the plants during the educational program.

VIII. COMBINES INVESTIGATION ACT

The Combines Investigation Act, chapter 26, R.S.C., 1927, provides for the investigation of trade combinations, monopolies, trusts and mergers alleged to have operated to the detriment of the public through fixing common prices, enhancing prices, limiting competition or otherwise restraining trade. Participation or knowing assistance in the formation or operation of a combine is declared to be an indictable offence.

INVESTIGATION INTO THE DISTRIBUTION OF FRUITS AND VEGETABLES IN WESTERN CANADA

An investigation into two alleged combines in the distribution of fruits and vegetables in Western Canada, to which reference was made in the report for the year ended March 31, 1939, was completed during the year. The investigation was instituted pursuant to an application made in October, 1938. The applicants alleged that two combines existed, one a combination of certain jobbers with head offices in Winnipeg, Man., and certain shipping companies in the Okanagan Valley, B.C., and the other a combination of three wholesale distributing organizations operating in the Western Provinces. With reference to the first alleged combine it was represented that such jobber control of shippers, who are the agents of the fruit growers, is certain to react, and has reacted in many ways, against the interests of the growers. Allegations were made to the effect that the three companies and their related or subsidiary companies comprising the second group controlled approximately 80 per cent of the wholesale fruit business of the Prairie Provinces, that they had entered into agreements to regulate supplies, to fix and enhance prices and to eliminate the competition of certain independent fruit jobbers, and that through these various methods they had operated against the interests of producers, consumers and other distributors.

Hearings were held at several points in the Okanagan Valley and in five cities in the Provinces of Alberta, Saskatchewan and Manitoba. At these sessions evidence was taken from representative growers, shippers, brokers and jobbers, as well as from the members of the British Columbia Fruit Board and other persons associated with the British Columbia fruit industry and the marketing of fruit and vegetables in the Prairie Provinces. Argument of counsel representing the Commission and the members of the alleged combines was presented in written form and was received in Ottawa in May and June, 1939.

The report of the investigation was submitted to the Minister of Labour on October 31 and was made public on November 8. The conclusion stated in the report was that the control which Western Grocers, Limited, of Winnipeg, and its wholly-owned subsidiary, Dominion Fruit, Limited, secured over certain shipping agencies representing fruit growers in British Columbia was in violation of the Combines Investigation Act. No combine was found to exist among the three major wholesale fruit houses, Western Grocers, Limited, Consolidated Fruit Company, Limited, and Macdonalds Consolidated, Limited, which together handled about three-quarters of the wholesale fruit and vegetable business in the Prairie Provinces and which were alleged to have combined to depress prices to growers and to enhance prices to consumers.

The report stated that the combine of jobbers and shippers was formed in 1936, when Western Grocers, Limited, through Dominion Fruit, Limited, purchased half of the shares of Lander Company, Limited, of Vernon, B.C., a holding company which controlled Sales Service, Limited, representing the second largest group of fruit shippers in the Okanagan Valley in British Col-

umbia. This relationship was found to have been secretly established and maintained, and growers using these shipping agencies were said to have known nothing of it until it was disclosed at a meeting in Vernon, B.C., in August, 1938. Such a relationship between jobbers and shippers was stated to correspond closely with that between jobbers and brokers which was declared to be unlawful in the Nash Fruit combine case in British Columbia fourteen years ago. Specific legislation was enacted in British Columbia at that time designed to prevent the recurrence of the practice of jobbers exercising control over agents of the growers. The fundamental objection to this relationship was stated in the report as follows:—

"The interest of a jobber who buys fruit and vegetables from a shipper is adverse to that of the grower whose products are being bought. If the jobber has a substantial interest in the shipper, the shipper cannot be expected to exercise independent control as an agent for the grower principal; he is placed in the position of having conflicting responsibilities."

The report found little or no justification for the quantity discount system as it operated between Sales Service and Western Grocers. The thousands of dollars paid annually out of grower funds to Western Grocers on the basis of such discounts, the report continued, were nothing more than gratuities for which there was no consideration, and had little or no effect on the volume of Western's purchases of Okanagan apples. While such discounts may not have been the result of the investment, nevertheless, as in the case of other claims, Sales Service, Limited, was in a less advantageous position to refuse the payment of discounts because of its corporate connection with Western Grocers.

A close relationship between jobbers and brokers was also disclosed in an arrangement made in 1936 whereby the C. H. Robinson Company, Limited, which is controlled by the Nash fruit organization in the United States of America, agreed to pay to Western Grocers all but a slight portion of the profits on the Robinson brokerage business in Canada. These payments were characterized as little less than an outright gift from broker to jobber.

The investment in shipping agencies by Western Grocers, Limited, and Dominion Fruit, Limited, was reported to be detrimental to growers and to the public. The report concluded:—

"The secrecy surrounding various deals between 1936 and 1938, the non-disclosure of important information by Sales Service, Limited, to its principals, and the general atmosphere of domination by Western Grocers, Limited, over this grower selling agency, are together illustrations of conduct, furthered and intensified by the investment, which cannot be regarded as in the public interest. In British Columbia legislation has stated that, as a matter of public policy, jobbers should not invest in fruit shipping concerns."

A copy of the report and of evidence taken in the inquiry were remitted to the Attorney General of British Columbia, who instructed that court proceedings be taken against the alleged parties to the combine. Charges under the Combines Investigation Act were laid on December 18 against four individuals and eight companies. The same defendants and one other individual and one company were also charged under the Criminal Code with conspiracy to give secret discounts. The preliminary hearing was held before Magistrate T. F. McWilliams in January, 1940, at Kelowna, B.C. On February 8 the magistrate dismissed the conspiracy charges and committed four individuals and eight companies for trial on the combine charges. Under the latter the defendants were charged with being parties or privy to or knowingly assisting in the formation or operation of a combine by way of a merger, trust or monopoly in connection with the marketing of British Columbia fruit, vegetables and other products of the soil. Mr.

Justice Murphy, on February 16, granted an application by the accused for a change of venue. Dugald Donaghy, K.C., of Vancouver, was appointed senior counsel for the Crown, assisted by H. I. Bird, who had acted during the preliminary hearings. The accused elected for trial without a jury and the case was adjourned to May 1 to be tried by Mr. Justice H. B. Robertson at Vancouver.

PROSECUTION OF ALLEGED TOBACCO COMBINE

The institution of proceedings by the Attorney General of Alberta against parties to an alleged combine in the distribution of tobacco products, following an investigation under the Combines Investigation Act into the alleged combine, was indicated in last year's report. Preliminary hearings of charges under Section 498 of the Criminal Code against tobacco manufacturers and wholesalers which were in progress at the end of the last fiscal year were concluded in Edmonton before Magistrate A. I. Millar, K.C., in April, 1939, when thirty-five corporations and ten individuals were remanded for trial. The charges alleged the existence of combinations and agreements with relation to tobacco products including cigarettes, tobacco, cigarette papers, snuff and cigars, (1) to unduly limit facilities for manufacturing, supplying, storing or dealing, (2) to restrain or injure trade or commerce, (3) to unduly prevent, limit or lessen manufacture or production, (4) to unreasonably enhance prices and (5) to unduly prevent or lessen competition.

On May 15 before Mr. Justice Shepherd forty-four accused were charged on each of the five counts. Application by counsel for the accused to defer pleading to the charges to the September sitting of the court, and to set as the date of the trial the opening of the criminal sittings of the following month of January, was granted by Mr. Justice Shepherd.

A motion on behalf of some of the defendants to quash the indictment was dismissed by Mr. Justice A. F. Ewing in November, 1939, and the Appeal Court found that the trial judge had no jurisdiction in granting permission to appeal from his judgment. The defendants were arraigned on January 15, 1940, and pleaded not guilty. Nine elected for trial by jury, while the remainder elected for trial by a judge without the intervention of a jury. At this hearing Mr. Justice A. A. McGillivray granted a motion by certain accused for an order for the supplying of further particulars by the Crown. Following the supplying of particulars by the Crown a demand for further particulars was made by certain defendants. This motion was dismissed on February 26 by Mr. Justice McGillivray, who set the date of the trial for April 1. At the opening of the criminal assizes at Edmonton in March the trial of the accused who had elected for trial by jury was adjourned until the next sittings of the Supreme Court. Owing to the inability of Mr. Justice McGillivray to sit at an earlier date the jury trial was adjourned to April 29. A. L. Smith, K.C., of Calgary, and H. J. Wilson, K.C., of Edmonton, appeared for the Crown.

The judgment of Mr. Justice Hogg in the Supreme Court of Ontario noted in last year's report, dismissing an application for an order to quash the report of the investigation under the Combines Investigation Act into the alleged tobacco combine, was appealed by the Imperial Tobacco Company of Canada, Limited, and its subsidiary sales company. The appeal was argued before Justices Riddell, Fisher and Gillanders of the Ontario Court of Appeal on September 25 to 29, 1939. On October 12 the appeal was dismissed in a unanimous judgment of the Court. Mr. Justice Riddell, after indicating the nature of the investigation and report made under the Combines Investigation Act, referred in his reasons to a letter written by the Commissioner to the secretary of the appellants companies in the course of the investigation and stated, in part:—

"This, to my mind, is a plain statement that it had been alleged that the appellants had been parties to the objectionable agreements, that they

might be such but that before finding that they were the Commissioner would hear what they had to say to the contrary. Advantage was taken by the appellants of this offer—no little correspondence took place; the appellants placed their formal agreements before the Commissioner, the evidence of their responsible officer was taken on oath, and so far as appears, they were not prevented from making any representation on oath or otherwise to meet the charge made against them. . . . They complain now that they were refused the evidence taken at that early enquiry; but I fail to see how they are thereby injured—the documents they themselves furnished the Commissioner are amply sufficient without more to justify the findings made by him.”

After referring further to the conduct of the appellant companies in the course of the investigation, Mr. Justice Riddell concluded:—

“Moreover, in addition to this conduct, which I consider a waiver, the materials furnished by the appellants themselves fully justify the conclusions of the report.”

Mr. Justice Fisher stated in his reasons for judgment:—

“In my opinion, the Commissioner’s duties were administrative and not judicial, and in such circumstances it goes without saying that it is not the function of this Court to grant the order asked for and thereby destroy the peculiar benefits and advantages of an administrative inquiry.”

Mr. Justice Gillanders, in the conclusion of his written reasons, stated:—

“While we are not here passing upon whether or not the evidence before the Commissioner justified his conclusions, an examination of the report would seem to indicate that the notices of the allegations against the appellants were fair and reasonable summaries of the matters on which the report is based, and that much of the important material and information was furnished by the appellants themselves and was within their own knowledge. I am of opinion that the appeal should be dismissed with costs.”

PROSECUTION OF ALLEGED PAPER CONTAINER COMBINE

An investigation was made in the preceding fiscal year into operations of alleged combines in the manufacture and sale of paperboard shipping containers and related products, as noted in the report for last year. The report on the investigation was tabled in Parliament on March 31, 1939, by the Minister of Labour. It stated there existed a combine of manufacturers of corrugated and solid fibreboard boxes throughout Canada. Agreements to fix and enhance prices and otherwise limit normal competition and business operations in the industry were reported to have been enforced by a program including private association investigation of members’ operations, affidavits, fines and arbitrary pooling of business among quota members. A secondary and related combine was found to exist among four manufacturers of the paperboard used in the manufacture of these types of shipping containers.

At the end of the last fiscal year copies of the report and of the evidence taken in the investigation had been remitted to the Attorneys General of Ontario and Quebec. On June 30 the Attorney General of Ontario announced that Ontario would not proceed in the matter in view of considerations including the proceedings already instituted and carried out by the Dominion authorities and the fact that the alleged combine was operating in a number of provinces. In view of the opinion of the Attorney General of Ontario, prosecution proceedings were commenced at the instance of the Attorney General of Canada. J. C. McRuer, K.C., was appointed by the Minister of Justice to conduct the prosecu-

tion. During July and August documents relating to the case were secured under search warrants by the Royal Canadian Mounted Police at the premises of alleged parties to the combine. On the direction of Chief Justice Rose indictments were preferred before the Grand Jury in Toronto on September 18 and true bills were brought in on September 19.

The first indictment charged one association officer and nineteen companies engaged in the manufacture and sale of corrugated and solid fibreboard shipping containers with unlawful conspiracy or combination amongst themselves and with others, contrary to the provisions of Section 498 of the Criminal Code. The accused were charged with combining, in relation to the manufacture and sale of shipping containers in Canada, to unduly lessen competition, to restrain and injure trade and commerce, to unduly limit facilities for manufacturing and supplying and to prevent or lessen manufacture and production or to unreasonably enhance prices. The greater number of the companies charged had their head offices and plants in Ontario. Other defendants charged in the first indictment were located in Montreal, Halifax, Fairville, N.B., Winnipeg and Vancouver. Under the second indictment one association officer and four companies engaged in the manufacture and sale of paper and paperboard materials used in the manufacture of shipping containers were charged with similar offences. Two of the companies charged in this group had their head offices in Toronto and the other two had their head offices in Montreal.

H. J. Badden, of Toronto, charged as a managing officer of the two associations whose members were named in the indictments, appeared in court through his counsel on September 22 and was admitted to bail at \$3,000. Notices of the indictments were served on the corporation defendants. Counsel for the accused moved in October to quash the indictment when an application was made by Crown Counsel that the accused persons named in the indictment be arraigned. On November 6 Mr. Justice McKay dismissed the motion to quash the indictment, and the defendants elected for trial before a judge without a jury. After further adjournments the trial was set to begin in April, 1940, before Mr. Justice J. A. Hope at Toronto.

OTHER INQUIRIES

An investigation into one branch of the chemical industry and an allied field which had been commenced late in 1938 was completed during the year. In the application for the investigation it was alleged that one large concern together with its subsidiary companies, with substantial control in the related industries, was endeavouring to eliminate a competitor who was proposing to make use of certain products produced in one province which had hitherto not been utilized in these industries. Representations in connection with this matter were made by Boards of Trade in the province concerned. Inquiry failed to disclose that the larger concern in taking steps to establish a competing plant had acted in contravention of the Combines Investigation Act. It was found that in recent years several smaller firms had found it possible to become established in the secondary industry in competition with the subsidiaries of the larger company.

Another application for investigation received during the year alleged that a combine, consisting of the members of a trade association in the industry involved, was operating for the purpose of fixing uniform prices, eliminating competition and restricting production to the plants of their own members. The alleged combine was stated to be operating to the detriment and against the interests of the public and, in particular, to the detriment of a related industry dependent for part of its supplies and services upon the industry in which the combine was stated to exist. Owing to the necessity of concluding other investigations it was not possible to proceed immediately with an investigation into this matter. When it became possible to proceed, counsel for the

applicants reported that the association previously complained of had not proceeded with its proposed operations and had been disbanded. It was reported that this result was due in part to the steps taken under the Combines Investigation Act.

Preliminary inquiries were in progress at the close of the fiscal year pursuant to an application for investigation into an alleged combine in the manufacture and distribution of certain classes of optical goods. It was alleged by the applicants that a patent licensing program put into effect in Canada by a United States company had been operated as a scheme to unduly enhance prices throughout Canada. Distributors failing to sign agreements providing for fixed and enhanced resale prices of the classes of patented parts of this product covered by agreement were stated to have been refused supplies and services necessary for the operation of their businesses.

During the year inquiries, some extensive in character, were made in connection with complaints relating to the distribution of building materials and related products. These inquiries did not reveal the existence of combines in violation of the Act. Where practices were disclosed which appeared to be unnecessarily restrictive, steps were taken to secure modifications. Complaints in this field and in others included allegations of refusal of manufacturers or distributors to sell to particular dealers on as favourable terms as to others. Although the examination of these complaints failed to reveal that the action of the suppliers resulted from agreements with competitors, an increasing tendency toward restrictive policies by individual manufacturers and distributors has been evident in recent years. In many cases such practices have developed in industries in which the number of producers is small and the policies of individual firms have consequently far-reaching effects throughout the trade.

New needs of safeguarding against monopoly and trade combination practices against the public interest under conditions of war have given increased emphasis to the Combines Investigation Act. At the outbreak of war on September 3, 1939, the Wartime Prices and Trade Board was established, and the Commissioner of the Combines Investigation Act was appointed to act also as a member of this Board. Under the regulations of the Wartime Prices and Trade Board it has been made an offence for anyone to unduly prevent, limit or lessen the manufacture, production, transportation, sale, supply or distribution of any defined necessary of life. Further extensive regulatory powers can be invoked by the Wartime Prices and Trade Board, and certain of these powers have been applied in some industries and trades as circumstances from time to time have required. Under wartime conditions, supplies and prices of certain commodities, particularly those required for military use, will be subject to more complete control by other government agencies. In most classes of trade and industry in Canada, including those which are subject to less complete measures of government price regulation, the public interest would appear to continue to be served best by the maintenance of competitive conditions. To this end all necessary efforts will continue to be made under the Combines Investigation Act to suppress monopolistic trade combinations whose activities may enable them to profit unduly at the expense of the general public interest.

IX. RELIEF LEGISLATION

The reports of the Department of Labour for the fiscal years 1930-31 to 1938-39, inclusive, outline the activities of the Department in connection with the administration of relief legislation enacted during that period. Additional information concerning the administration of these statutes is contained in the reports of the Dominion Commissioner of Unemployment Relief under each of the Acts.

Appearing at the end of this chapter as Table No. 3 is a recapitulation showing Dominion disbursements under relief legislation during the period from September 22, 1930, to the close of the fiscal year ending March 31, 1940.

THE UNEMPLOYMENT AND AGRICULTURAL ASSISTANCE ACT, 1939

At the fourth session of the eighteenth Parliament legislation was enacted cited as The Unemployment and Agricultural Assistance Act, 1939. This statute provided that the Governor in Council might authorize the execution of undertakings determined to be in the general interest of Canada. The statute further provided that agreements might be entered into by the Governor in Council with any of the provinces respecting the alleviation of unemployment conditions and of agricultural distress therein and to assist those in need, and for the granting of financial assistance to any province by way of loan, advance or guarantee for the purpose of assisting the province to pay its share of the expenditures for such purposes. It was provided in the legislation that the Act be administered by the Minister of Labour.

MATERIAL AID (DIRECT RELIEF)

Under the provisions of The Unemployment and Agricultural Assistance Act, 1939, the Dominion continued to assist the provinces in discharging their responsibilities in connection with the granting of material aid to necessitous persons. Agreements were entered into with all provinces providing for a Dominion contribution towards the cost of material aid, which was defined by the agreements as meaning either food, fuel, clothing and shelter, or cash in lieu thereof, on a dollar for dollar basis with the provinces up to a maximum Dominion contribution of 40 per cent. The agreements further provided for a Dominion contribution of 50 per cent of the provinces' expenditures for material aid supplied to individuals in necessitous circumstances who had not established provincial residence, it being provided that the provinces should in each instance also contribute 50 per cent. The agreements, which were effective from April 1, 1939, expired on March 31, 1940.

Under the terms of the agreements the provinces and municipalities were required to follow certain defined lines of identification and segregation of material aid recipients and their dependents in order to distinguish more accurately between employables and unemployables for the purpose of furnishing definite information to the Dominion, such being necessary to ensure the reliability of the National Registration.

The agreements provided that each of the provinces were to maintain such residence regulations that no person should become ineligible to receive material aid by reason of having lost residence in one municipality or jurisdiction within the province before having established residence in another and, further, to collaborate with the other provinces of the Dominion along lines of reciprocal action in respect to individuals in necessitous circumstances lacking provincial residence within the province wherein they were destitute, to the end that no

resident of Canada should become ineligible to receive material aid by reason of having lost residence in one province before having established residence in another.

It was further provided that the provinces should set an amount as the maximum amount of material aid to be issued to any one family, which maximum was to be based on the estimated earnings of a man following the occupation of an unskilled labourer, the provinces agreeing to require municipalities not to exceed the maximum so set except in cases of large families or other special circumstances and then only on authority of special exemption in each individual case when granted in writing by the province.

To remove from the minds of recipients of material aid the fear that in accepting such work as was available they might sacrifice the possibility of receiving aid in the future when further need arose, and to ensure that seasonal workers made out of their earnings reasonable provision for seasonal unemployment, the agreements provided that the provinces would require such cities and towns as might be designated by the provinces to provide each person in those jurisdictions ceasing to receive material aid by reason of entering gainful occupation, a reasonable budget of expenditures for the individual or family while the breadwinner was in gainful occupation, and also to require applicants for further relief to obtain properly certified statements of earnings to be filled in and signed by their respective employers prior to readmission to material aid benefits.

Provision was also made in these agreements, and in fact in all the agreements entered into under the Act, that no person other than a resident of Canada should be eligible for assistance and that no person should, in relation to his or her eligibility for said assistance, be discriminated against nor favoured by reason of his or her race, religious views or political affiliations.

Order in Council P.C. 3204, dated October 21, 1939, authorized Dominion expenditures for food, fuel, clothing, shelter and health services, or any of said commodities or services supplied to any residents in Canada who were necessitous dependents of enemy aliens interned in Canada, if supplied during a term or terms of internment falling within the federal fiscal year ending March 31, 1940, and supplied on a scale not exceeding that given by governmental or municipal agencies to necessitous persons in the locality where said dependents resided. Pursuant to the authority contained in Order in Council P.C. 3204, arrangements were made with the provinces whereby the municipality or, in any district where no municipal organization existed, the province would distribute assistance to dependents of interned enemy aliens who were after investigation found to be in necessitous circumstances, the Dominion reimbursing the province and/or the municipality through the province 100 per cent for such expenditures incurred. The co-operation of the provinces and municipalities enabled the distribution of relief to necessitous dependents of interned enemy aliens to be made through existing agencies, thus obviating the necessity of setting up special federal machinery for this purpose.

The material aid agreements entered into with all of the provinces except Ontario provided an alternative to material aid (direct relief) by way of a Dominion contribution of 50 per cent of the direct labour costs incurred in the carrying out of approved municipal improvement projects during the fiscal year ending March 31, 1940. The provinces were required to submit for approval schedules setting forth a description of the proposed projects, the estimated total cost and the estimated direct labour cost thereof, as well as the condition of unemployment then existent in the municipality concerned, and containing a certificate of the municipality and province that the projects described therein were being undertaken primarily to relieve unemployment. Under the terms of the agreements the provinces were required also to contribute 50 per cent of the direct labour cost, the municipalities being left to absorb the costs of materials and supervision.

The agreements provided in respect to municipal improvement projects that the Dominion contribution should only apply to wages paid to unemployed persons in necessitous circumstances and that said persons should as a condition precedent to their employment on authorized projects be certified as unemployed and in necessitous circumstances by a committee consisting of a representative of the province, a representative of the Dominion, and the municipal official charged with the administration of relief. In municipalities of less than 5,000 persons provision was made for a substitution for the committee when jointly approved in writing by the province and the Dominion.

Under the agreements it was the duty of the provinces to see that all persons employed on municipal improvement projects carried out under the terms of the agreements were paid fair wages. The agreements provided that in general the maximum number of hours per day to be worked by any individual should be restricted to eight, but in such instances as the province deemed advisable the maximum of eight hours might be exceeded, with the limitation that in no instance should any person work in excess of an average of forty-eight hours per week over a period of three consecutive calendar weeks.

At the request of the Province of New Brunswick, which has adopted a policy of not granting material aid generally but rather of requiring those in need of assistance to perform some form of work, an agreement was entered into with that province by which the Dominion agreed to contribute 50 per cent of expenditures incurred by the province during the period April 1, 1939, to March 31, 1940, inclusive, in carrying on certain provincial undertakings.

In response to representations from the Province of Nova Scotia to the effect that the municipalities of that province were unable to bear the costs of materials and supervision involved in the undertaking of municipal improvement projects, an agreement in similar form to that entered into with the Province of New Brunswick was executed, providing that the Dominion would contribute 50 per cent of the cost of construction incurred by the province during the period of April 1, 1939, to March 31, 1940, inclusive, in carrying on or assisting in carrying on certain works projects.

A proposal put forward by the Province of Ontario was duly incorporated in an agreement providing for a Dominion contribution of 40 per cent of the total expenditures incurred from October 1, 1939, to March 31, 1940, by the province and those of its municipalities which participated in projects for assisting necessitous individuals to cultivate and crop garden plots on vacant land.

While there was no maximum amount set as to the Dominion's contribution to material aid (direct relief) in the agreements entered into with the provinces, it being provided that the Dominion would contribute dollar for dollar with the provinces up to a maximum of 40 per cent, certain of the other arrangements outlined above were subject to maximum amounts beyond which the Dominion would not contribute. Table No. 2 sets forth the amounts authorized by the various agreements referred to, together with the amounts expended under each during the fiscal year 1939-40, while the numbers assisted month by month are shown in Table No. 4.

DOMINION-PROVINCIAL YOUTH TRAINING PROGRAM

The Dominion-Provincial Youth Training Program, which was carried on during the fiscal years 1937-38 and 1938-39 under the relief legislation then in force, was during the fiscal year just closed carried on under the Youth Training Act, 1939, enacted by Parliament at the 1939 session. The Youth Training Act, 1939, provides for Dominion contribution to the expenditures of the provinces for youth training for a three-year period ending March 31, 1942.

The administration of the Dominion-Provincial Youth Training Program during the fiscal year 1939-40 is reviewed in the following chapter, and therefore is not dealt with in detail herein. However, the numbers assisted under

the Youth Training Program during the first two years of its operation, namely, 1937-38 and 1938-39, are set forth month by month in Table No. 4. It might be pointed out that while The Youth Training Act, 1939, provides for the appointment of a Supervisor of Youth Training, the staff of the Unemployment Relief Branch, appointed under The Unemployment and Agricultural Assistance Act, 1939, continues to be responsible for accounting, clerical, inspection and stenographic work involved in the administration of The Youth Training Act, 1939.

NATIONAL FORESTRY PROGRAM

The National Forestry Program was carried on under authority of The Unemployment and Agricultural Assistance Act, 1939, by means of Vote 508, which provided a Dominion appropriation of \$1,000,000. Of this amount, \$425,000 was turned over to the Dominion Department of Mines and Resources for forestry projects to be carried on by the Dominion Forest Service on forest experiment stations and in national parks throughout the country. The Dominion Forest Service also assumed responsibility for approving and inspecting the technical aspects of the forestry projects carried on by the provincial governments under this vote.

The balance of the appropriation was allotted to the different provinces under agreements similar to the Youth Training agreements, providing for a refund by the Dominion of 50 per cent of approved expenditures incurred by the province for the purposes of the program.

	Agreement Signed	Dominion Allotment	Claims Paid during Fiscal Year Ending Mar. 31, 1940
	1939	\$ cts.	\$ cts.
Prince Edward Island.....	August 3	5,000 00	3,909 11
Nova Scotia.....	June 22	30,000 00	13,242 64
New Brunswick.....	July 28	45,000 00	38,525 16
Quebec.....	June 22	150,000 00	26,034 59
Ontario.....	July 10	150,000 00	81,103 43
Manitoba.....	July 17	45,000 00	30,427 67
Saskatchewan.....	June 19	45,000 00	24,381 44
Alberta.....	June 17	30,000 00	18,152 59
British Columbia.....	July 3	75,000 00	60,509 93
Total.....		575,000 00	296,286 56
Dominion Forest Service.....		415,000 00	298,835 09
Unallotted.....		10,000 00	.....
		1,000,000 00	595,121 65

Those eligible to participate were unemployed young men, aged 18 to 25, with preference given to those in necessitous circumstances. As under the Youth Training agreements, they were selected without discrimination or favour on account of race, religion or politics. The usual rate of allowance given the trainees was \$1.00 for each day worked, plus board and lodging and medical services. All trainees were medically examined before admission to camp. Uniforms were provided, with the trainees paying half the cost.

In addition to the work part of the program, there was provision for class instruction in practical forestry and in such other subjects as the use and care of tools, mechanical equipment, first aid, health, citizenship, etc. Physical training and organized recreation were also included.

The first camps opened early in June and most of them ceased operations on November 1. Following the outbreak of war, a considerable number of the trainees left the camps to enlist.

The size of the camps varied with the nature of the project. The average unit consisted of 30 to 40 trainees, but in many cases the work was carried on by small trail crews of 6 to 10, who moved camp as required. In one or two of the projects larger, semi-permanent camps of from 60 to 100 trainees each were established. In some provinces the trainees were taken on as assistants to the regular forest rangers and received valuable individual instruction of a varied nature.

WORK ACCOMPLISHED UNDER NATIONAL FORESTRY PROGRAM, 1939

Roads—Right of way cleared.....	Miles	106
Constructed	"	109
Maintained	"	392
Trails—Constructed	"	375
Maintained	"	581
Telephone Lines—Right of way cleared.....	"	459
Erected	"	306
Maintained	"	143
Poles placed	"	7,043
Boundaries—Cleared	Miles	278
Survey lines—Recut	"	49
Run	"	123
Pulpwood—Cut	Cords	225
Pitprops—Cut	"	193
Fuelwood—Cut	"	6,214
Telephone Poles—Cut	"	3,240
Other Timber Pieces—Cut.....	"	3,773
Fire Patrol	Miles	13,015
Fireguards—Constructed	"	155
Fires Extinguished	"	96
Fire Fighting.....	Man-days	5,075
Docks Built.....	"	79
Dams, Bridges and Culverts Built.....	"	223
Buildings and Towers.....	"	211
Camp Sites—Cleared	Acres	236
Built	"	150
Improved	"	59
Fireplaces—Built	"	50
Fences—Constructed	Miles	5
Slash Disposal.....	Acres	2,507
Silviculture—Thinned	"	1,395
Cleaned	"	1,371
Pruned	"	72
Nurseries Weeded, Pruned, etc.....	"	131
Tree Planting.....	"	53
Ranger Assistants	Man-days	2,897

Also woodlot improvement, drainage, clearing of waterfront, rock and crib work, timber cruising, parasite and insect control, collection of pupae, cones, seeds, etc., topographical mapping, research and laboratory work, game conservation and work in fish hatcheries.

STATISTICS OF TRAINEES

	Total trainee days	Number trainees enrolled	Number quit or discharged	Number found employment	Number from families on relief
Dominion Section.....	65,520	935	238	288	245
Prince Edward Island.....	2,597	65	6	2	3
Nova Scotia.....	66,357	124	43	27	50
New Brunswick.....	17,829	309	117	80	.....
Quebec.....	64,472	1,026	138	102	65
Ontario.....	46,883	875	297	139	273
Manitoba.....	23,684	481	314	88	117
Saskatchewan.....	15,044	219	34	73	81
Alberta.....	10,626	135	31	21	24
British Columbia.....	38,662	554	78	162	114
	291,674	4,723	*1,296	†982	†972

*Includes those who left (a) for harvest work; (b) to return to school; (c) to enlist; (d) discharged for cause; and (e) for other reasons.

†Includes 99 who enlisted.

‡In addition to the above, over 200 came from families in receipt of other forms of public assistance, such as old age pensions, veterans' allowances, mothers' allowances, etc.

REHABILITATION OF OLDER UNEMPLOYED

At the 1939 session of Parliament funds were appropriated for the purpose of restoring the skill, physique and morale of those higher-aged persons who through continuous unemployment experienced difficulty in establishing themselves. The Dominion offered to contribute 50 per cent of the cost to the provinces of such rehabilitation plans. Agreements were entered into with British Columbia, Alberta, Saskatchewan, Manitoba, Ontario, New Brunswick and Nova Scotia. The projects initiated by the provinces under these agreements were as follows:—

Nova Scotia.....	Training in hardrock mining.
New Brunswick.....	Agricultural training.
Ontario	Agricultural training; training in skilled trades and industrial occupations.
Manitoba	Farm chore plan; hand-made rustic furniture making.
Saskatchewan	Farm chore plan.
Alberta	Farm chore plan; making of furniture, baskets, brushes, etc.
British Columbia.....	Park and tourist camp work.

Details of the Dominion's commitments and disbursements under these agreements are set forth in Table No. 2, while the numbers assisted month by month are shown in Table No. 4.

TRANSPORTATION FACILITIES INTO MINING AREAS AND DEVELOPMENT OF TOURIST HIGHWAYS

The Department of Mines and Resources entered into agreements with all the provinces under the provisions of The Unemployment and Agricultural Assistance Act, 1939, to provide for a Dominion contribution towards the costs of certain works projects submitted by the provinces as suitable for relieving the unemployment situation and which would also serve one of the two following purposes: (1) provision of transportation facilities into mining areas; and (2) development of tourist highways.

Mining transportation programs submitted resulted in arrangements for such works projects being entered into with the Provinces of Nova Scotia, Quebec, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia. The agreements provided for a uniform basis of assistance to these projects, the Dominion agreeing to contribute two-thirds of the provinces' costs of construction of each approved project. The mining interests also contributed to the execution of various mining transportation projects.

The same series of agreements provided for Dominion assistance in developing tourist highways, along the lines of programs submitted by the Provinces of Nova Scotia, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia. Similar agreements were completed in Prince Edward Island and New Brunswick. The Dominion assistance granted for tourist road projects was 50 per cent of the costs of construction of approved projects up to amounts indicated in Table No. 2, except in Manitoba and Saskatchewan. In the cases of Manitoba and Saskatchewan the provincial governments desired to undertake larger programs than could be carried out under the 50 per cent ratio, and arrangements were made whereby the Dominion would contribute 20 per cent to the costs of construction of the approved projects in Saskatchewan and 33½ per cent to the similar costs of the accepted projects in Manitoba.

Provision was made in the agreements that, except in such instances as the Minister of Mines and Resources decided it was impracticable or inconsistent with reasonable efficiency and economy so to do, the provincial authorities would enforce a stipulation that "at least 50 per cent of those employed shall, if possible, be men who are relief recipients or those who, but for such employment, would otherwise be in receipt of relief". A further stipulation required that first consideration, as far as practicable and consistent with reasonable

efficiency and economy, be given to those most in need in localities where works were to be performed, preference in employment being given to unemployed ex-service men and unemployed married and single men with dependents. Special provision was made in the agreement with British Columbia for the employment of a percentage of "single unemployed" in connection with the tourist highways work in that province.

The agreements also provided that no person other than residents of Canada should be employed; that no resident of Canada should, with relation to his employment or eligibility for employment, be discriminated against or favoured by reason of his race, religious views, or political affiliations; and that it would be the responsibility of the provinces to see that all persons employed in the execution of the projects were paid fair wages.

Particulars of the Dominion's commitments in regard to the works projects assisted by the Department of Mines and Resources under agreements pursuant to the Act, together with the disbursements for the fiscal year ending March 31, 1940, are set forth in Table No. 2.

AID IN THE DROUGHT AREAS

As stated in last year's report, the agreements under which the Dominion, through the Department of Agriculture, met the cost of material aid and feed and fodder relief in the drought areas of Saskatchewan and Alberta for the year 1938-39 terminated as at March 31, 1939. With the coming of spring the need for feed and fodder relief was reduced but assistance was required by the Province of Saskatchewan for seeding operations, and the Dominion agreed to contribute \$200,000 and to loan an additional \$1,300,000 for seed and seeding supplies. Seeding supplies included tractor fuel, feed and fodder, and repairs to implements and harness. Material aid was also required in parts of Saskatchewan until the returns from the 1939 crop might be in sight, and the agreement relating to it was, therefore, renewed for the period April 1 to June 30 and was later extended to the end of August. An amount of \$1,404,263.15 was expended under the agreement for the five months' period. As direct Dominion assistance to such parts of the Prairie Provinces as might experience adverse crop conditions was to take the form of acreage payments under the Prairie Farm Assistance Act as from December 1, 1939, drought area relief, as such, ceased at August 31 and the "drought areas" were dealt with, like any other rural relief areas, under the material aid agreements with the provinces, administered by the Department of Labour. Payments under the Prairie Farm Assistance Act were intended to eliminate the need for material aid after December 1 in the townships of low wheat yields where the Act became applicable.

In addition to the material aid and seeding assistance referred to above, which were distributed by the province and paid for through the Dominion Department of Agriculture on presentation of accounts, the Dominion purchased and distributed a quantity of apples, at a cost of approximately \$87,500, to supplement the food purchases of those affected by adverse crop conditions. This also helped to reduce a surplus of apples which has resulted from the loss of normal markets through the outbreak of war. Although not carried out under The Unemployment and Agricultural Assistance Act, 1939, this apple distribution is mentioned here as it formed a part of the Dominion's assistance in the drought-stricken areas of the prairies.

RE-ESTABLISHMENT OF SETTLERS

Another activity administered by the Department of Agriculture under The Unemployment and Agricultural Assistance Act, 1939, was the re-establishment of settlers in the Provinces of New Brunswick, Saskatchewan, Alberta and British Columbia. This was a continuation of the policy of previous years, the agreements with the four provinces arrived at under the 1937 Act

being extended, with slight modifications in one or two instances. The program is designed to assist settlers in pioneer areas to become self-sustaining and expenditures under the agreements are chiefly made for the breaking and clearing of land and the purchase of building materials, farm implements and live stock. The amounts made available under the agreements for the year 1939-40 were as follows:—

New Brunswick	\$ 30,000 00
Saskatchewan	250,000 00
Alberta	75,000 00
British Columbia	15,000 00

The Dominion's disbursements in respect to re-establishment of settlers for the fiscal year ending March 31, 1940, are shown in Table No. 2.

RELIEF SETTLEMENT

Under the provisions of the Relief Act, 1932, agreements were completed with all the provinces, except Prince Edward Island, providing for a non-recoverable expenditure of one-third of an amount not to exceed \$600 per family for the purpose of providing a measure of self-sustaining relief to families who would otherwise be in receipt of material aid by placing such families on the land. It was provided that the remaining two-thirds of the expenditure should be contributed by the province and the municipality concerned. The agreements covered a period of two years and expired on March 31, 1934.

Under the provisions of the Relief Acts of 1934 and 1935, agreements, effective from April 1, 1934, to March 31, 1936, providing continuity of settlement with the agreements which expired on March 31, 1934, were entered into with all the provinces except Prince Edward Island. Provision was made in these agreements for an additional non-recoverable contribution by the Dominion, on the recommendation of the province and with the approval of the Governor in Council, of one-third of an amount not exceeding \$100 in the case of a settler who might not be self-supporting at the end of the two-year period and for whom subsistence expenditure during the third year of settlement was deemed necessary. The additional amount for subsistence during the third year, where necessary, applied both to those settled under the 1932 agreements and those settled under the renewal agreements.

Under the provisions of The Unemployment Relief and Assistance Act, 1936, further agreements, effective from April 1, 1936, to March 31, 1940, providing continuity of settlement with the agreements which expired March 31, 1936, were entered into with the Provinces of Quebec, Manitoba and Alberta. Provision is made in said agreements for placement of further families on the land and a non-recoverable expenditure of one-third of an amount not to exceed \$1,000 per family for a period of four years. Provision is also made on behalf of families settled under previous agreements for an additional non-recoverable contribution by the Dominion of one-third of an amount not exceeding \$80 per family for fourth year of settlement and \$70 per family for fifth year of settlement, while in the agreement with Manitoba provision is made for a Dominion contribution of one-third of an amount not exceeding \$70 for sixth year of settlement on behalf of families settled under the 1932 agreement. It is also provided with respect to Manitoba and Alberta that where the settler has been taken from a district without municipal organization the Dominion and province shall share equally in the expenditures required for the third, fourth, fifth and, in the case of Manitoba, sixth years of settlement.

During the fiscal year 1939-40 the Dominion continued to assist the Provinces in respect to relief settlement measures under the agreements in force.

Table No. 1 shows by provinces the Dominion's contributions under the relief settlement agreements and the numbers approved for settlement. The abandonments and cancellations reported by the provinces are also shown, together with the number of settlers still on the land classified by years of settlement.

TABLE NO. 1—RELIEF SETTLEMENT PLAN
AS AT THE CLOSE OF THE FISCAL YEAR ENDING MARCH 31, 1940

	Dominion Payments	Approvals All Agreements			Abandonments and Cancellations All Agreements			Still on the Land										Total Depend- ents	Total Families	Total Individ- uals	
		No. of Settler Families	No. of Depend- ents	Total Individ- uals	No. of Settler Families	No. of Depend- ents	Total Individ- uals	Families and Year of Settlement													
								1932	1933	1934	1935	1936	1937	1938	1939	1940					
\$ cts.																					
Nova Scotia.....	54,003 99	343	1,811	2,154	140	752	892	55	38	75	35								203	1,059	1,262
Quebec.....	827,485 96	4,501	21,687	26,188	780	3,572	4,352	343	173	137	3		625	1,359	1,062	9			3,721	18,115	21,836
Ontario.....	104,843 24	606	2,384	2,990	177	677	854	134	119	171	5								429	1,707	2,136
Manitoba.....	335,590 43	1,647	6,588	8,235	552	1,974	2,526	75	116	94	115	108	176	230	164	17			1,065	4,614	5,709
Saskatchewan.....	166,898 67	939	3,665	4,604	180	699	879	305	94	360									759	2,966	3,725
Alberta.....	187,468 15	1,026	3,780	4,806	363	1,242	1,605	21	146	128	39	22	48	121	138				663	2,538	3,201
British Columbia...	10,088 66	52	233	285	19	83	102		33										33	150	183
Totals.....	1,686,388 10	9,114	40,148	49,202	2,211	8,999	11,210	933	719	965	197	130	849	1,720	1,304	26			6,903	31,149	38,052

NOTE.—The abandonments and cancellations shown for the Provinces of Nova Scotia, Ontario, Saskatchewan and British Columbia are as at the date of the latest submissions from those provinces, which were February 14, 1938, March 31, 1937, April 27, 1938, and June 30, 1937, respectively.

SINGLE UNEMPLOYED PERSONS

The agreements respecting the Farm Employment Plan entered into with the Western Provinces under The Unemployment and Agricultural Assistance Act, 1938, were at the request of the provinces and pursuant to the provisions of The Unemployment and Agricultural Assistance Act, 1939, extended, owing to the lateness of the spring season, for the period April 1 to May 31, 1939. No payment was made to the farmer for the months of April and May, 1939, the allowance to the worker being \$7.50.

In order to meet the problem of the single and transient unemployed the Farm Employment Plan, the cost of which is shared jointly between the Dominion and the provincial Governments was again placed in operation in British Columbia, Alberta and Manitoba from October 1, 1939, to March 31, 1940.

The arrangements covered by the agreements provided for the payment to the farmer of \$5 per month in Alberta and British Columbia, while those accepting employment under the plan in the three provinces received \$5 per month with an additional bonus of \$2.50 per month where continuous employment was maintained up to March 31, 1939, plus free transportation, and a clothing allowance, where necessary, not exceeding \$3.

In addition to the Farm Employment Plan, and in order to meet the peculiar needs of British Columbia, where agriculture does not lend itself to the absorption of large numbers of men, the agreement of November 8, 1938, was renewed and provision made for a Dominion contribution of 50 per cent towards the cost of forestry and other works undertaken by the province as a supplementary means of providing employment. The agreement covered the period from April 1, 1939, to March 31, 1940. To ensure that the men on completion of the work would not be without funds, a system of deferred pay was placed in operation, payable at specified post offices, the amount of money standing to the credit of any man on the completion of the work being paid in weekly instalments of \$4.

The agreement entered into under The Unemployment and Agricultural Assistance Act, 1938, with the Province of New Brunswick respecting works undertaken as a means of providing employment for single unemployed persons was also at the request of the province extended under The Unemployment and Agricultural Assistance Act, 1939.

The Dominion's commitments and disbursements under these agreements are set forth in Table No. 2, while the numbers assisted month by month are shown in Table No. 4.

COMMITMENTS AND DISBURSEMENTS

Table No. 2 shows the various projects and undertakings authorized under The Unemployment and Agricultural Assistance Act, 1939, and the Dominion's disbursements in respect to these matters for the fiscal year ending March 31, 1940.

[illegible]

[illegible]

NOTE.—(A) Not including expenditures which may have been made prior to March 31, 1940, for which accounts have not been received, or, if received, have not been passed for payment at the date of this report.

LOANS

Under authority of Orders in Council passed pursuant to The Unemployment and Agricultural Assistance Acts of 1938 and 1939 the Dominion made loans to the Provinces of Manitoba, Saskatchewan and British Columbia, and, as security for repayment, accepted provincial treasury bills bearing interest at the rate of 3 per cent per annum, payable half-yearly. The total amount of loans advanced during the fiscal year 1939-40 was \$12,191,965.86. In addition the Dominion accepted Saskatchewan treasury bills to the amount of \$1,655,864.25 in respect of certain interest accruals on relief loans. Total repayments during the year amounted to \$1,240,273.48.

The following statement shows, by provinces, the amounts loaned during the year 1939-40; the net loans outstanding as at March 31, 1939; repayments during the year; and the net loans outstanding at the end of the year:—

Province of Manitoba

Loans made during 1939-40:

For direct relief.....	\$ 412,000 00
For relief works and projects.....	1,600,000 00

	\$ 2,012,000 00
Less repayments during the year.....	129,507 28

	\$ 1,882,492 72
Net loans outstanding as at March 31, 1939.....	23,690,645 82

Net loans outstanding as at March 31, 1940.....	\$ 25,573,138 54
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Province of Saskatchewan

Loans made during 1939-40:

For direct relief, youth training, re-establishment of settlers, etc.....	\$ 5,720,307 20
For mining roads and tourist highways.....	1,613,106 91
For seed grain.....	1,300,000 00
Acceptance of treasury bills in respect to certain interest accruals	1,655,864 25

	\$ 10,289,278 36
Less repayments during the year.....	1,057,068 20

	\$ 9,232,210 16
Net loans outstanding as at March 31, 1939.....	62,058,984 65

Net loans outstanding as at March 31, 1940.....	\$ 71,291,194 81
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Province of Alberta

Loans made during 1939-40.....	Nil
Net loans outstanding as at March 31, 1939.....	\$ 26,079,198 00
Less repayments during 1939-40.....	53,698 00

Net loans outstanding as at March 31, 1940.....	\$ 26,025,500 00
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Province of British Columbia

Loans made during 1939-40.....	\$ 1,546,551 75
Net loans outstanding as at March 31, 1939.....	32,957,210 55

Net loans outstanding as at March 31, 1940.....	\$ 34,503,762 30
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GRAND TOTAL OF LOANS TO PROVINCES OUTSTANDING AS AT MARCH 31, 1940.....	\$ 157,393,595 65
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CANADIAN PACIFIC RAILWAY COMPANY (NON-ACTIVE)....	\$ 2,447,222 71
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GRAND TOTAL OF LOANS UNDER RELIEF LEGISLATION OUTSTANDING AS AT MARCH 31, 1940.....	\$ 159,840,818 36
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RECAPITULATION

Table No. 3 shows a recapitulation of Dominion disbursements under relief legislation from September 22, 1930, to the close of the fiscal year ending March 31, 1940, by provinces, federal departments, etc., and by Acts.

TABLE No. 3.—RECAPITULATION OF DOMINION DISBURSEMENTS UNDER RELIEF LEGISLATION AS AT THE CLOSE OF FISCAL YEAR 1939-1940

Province, etc.	1930 Act	1931 Act	1932 Act	1933 Act	1934 Act	1935 Act	1935½ Act	1937 Act	1938 Act	1939 Act	Total
	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.	cts.
Prince Edward Island.....	95,199 45	129,098 00	25,098 93	99,040 98	146,869 38	285,925 00	291,415 89	125,100 90	81,010 59	339,568 93	1,319,418 05
Nova Scotia.....	792,273 87	1,069,517 24	580,223 10	1,261,019 60	573,590 65	1,295,367 51	1,110,450 00	588,761 48	340,740 35	367,499 62	7,979,443 42
New Brunswick.....	505,689 87	703,458 91	220,374 87	502,542 87	425,158 46	1,059,703 21	910,451 93	509,516 99	351,956 61	549,960 10	5,886,813 44
Quebec.....	3,292,370 74	5,437,261 42	4,252,761 35	8,297,384 65	6,345,647 63	7,502,517 00	11,451,968 75	6,919,702 84	4,959,856 93	2,540,901 08	61,000,371 39
Ontario.....	4,691,530 17	11,100,551 74	7,987,421 77	12,914,028 10	11,044,703 22	16,208,843 56	13,982,923 94	7,185,305 02	7,283,936 30	7,519,534 66	99,919,778 48
Manitoba.....	1,599,699 12	3,324,175 82	1,740,444 19	2,371,631 06	2,118,286 27	3,553,153 71	4,536,843 09	3,073,634 02	2,014,923 77	1,972,322 36	26,315,113 41
Saskatchewan.....	1,688,617 40	8,224,576 51	5,611,896 74	2,751,805 81	7,716,594 50	8,738,156 17	9,243,943 92	6,213,757 90	2,886,637 27	3,033,022 85	56,109,009 07
Alberta.....	1,281,232 45	3,036,869 58	1,268,061 84	1,564,608 02	1,465,102 52	1,780,658 72	2,633,676 27	2,325,049 51	1,450,480 79	1,119,099 07	17,954,838 77
British Columbia.....	1,376,048 15	3,939,573 59	3,227,671 61	3,447,734 48	2,301,232 94	2,282,530 71	3,500,009 11	2,678,562 55	1,949,544 84	2,398,188 72	27,101,096 70
Yukon and N.W.T.....	19,998 29	9,996 91	3,395 63	5,257 70		10,452 78					49,101 31
Dept. Public Works.....	1,725,732 64	6,904 43				16,811 94			10,818 68	16,966 20	1,778,233 89
Dept. National Defence.....	70,935 20	423,525 47				8,029,022 10	22,733 38	74,982 05	43,000 00	16,786 53	22,742,141 11
Dept. Mines and Resources.....	855,795 35	529,505 04				187,578 18	525,874 68	1,273,574 02	2,578,542 52	2,733,039 26	10,398,026 43
Dept. Transport.....	1,772,725 74					533,168 91			5,896 16	1,998 83	1,780,620 73
Dept. Justice.....	83,180 55										83,180 55
Dept. Agriculture.....	6,999 79		3,000 00				1,581 26	22,111,910 68	8,537,559 88	1,819,738 37	32,480,789 98
Dept. Trade and Commerce.....						18,900 00					18,900 00
Nat. Battlefields Comm.....	24,809 05							28,616 52	43,182 90	17,050 01	131,817 47
Board Railway Commissioners.....	500,000 00									9,986 42	34,795 47
National Harbours Board.....											1,000,000 00
Canadian Pacific Railway.....	863,550 00						49,834 81	24,966 74			74,831 55
Canadian National Railway.....	924,130 57										1,072,746 98
Transportation of Unemployed.....											924,130 57
Frontier College.....	45,365 90		11,513 46								76,981 13
Dominion Steel & Coal Corp.....				16,214 27	3,887 50						76,981 13
Algoma Steel Corp.....											30,000 00
Workers Educational Assoc.....				93,757 81							93,757 81
Enemy Alien Dependents.....				127,830 54							127,830 54
National Registration.....											5,000 00
Miscellaneous.....											5,000 00
Administration.....	43,061 97	85,203 51	3,243 78		5,049 89	21,048 62	1,417 35	685 15	45,032 00	92,090 67	92,090 67
			67,576 14	87,194 63	88,824 01	140,067 67	179,031 80	224,757 20	175,885 78	166,427 15	76,476 79
Total.....	17,728,326 75	42,426,025 43	25,992,618 35	41,035,527 64	40,624,190 28	51,141,736 88	83,449,656 18	53,367,593 57	32,766,514 37	24,432,701	12,377,964,890 57

In Table No. 4 Dominion totals of the numbers assisted from May, 1932, to totals are from the

TABLE No. 4—SUMMARY BY MONTHS OF NUMBERS ASSISTED AS REPORTED BY THE PROVINCES

	Direct Relief (Food, Fuel, Clothing and Shelter)								GRAND TOTAL DIRECT RELIEF
	Excluding Drought Areas				Drought Areas				
	Heads of Families	Depen- dents	Indi- vidual Cases	Total	Heads of Families	Depen- dents	Indi- vidual Cases	Total	
1932									
1 May.....	93,608	332,762	30,343	456,713	28,015	112,062	156	140,233	596,946
2 June.....	103,686	365,063	32,295	501,044	24,468	97,872	136	122,476	623,520
3 July.....	114,717	440,394	35,572	590,683	21,191	84,765	118	106,074	696,757
4 August.....	139,227	517,094	34,120	690,441	8,363	33,450	46	41,859	732,300
5 September.....	158,033	580,644	35,911	774,588	4,032	16,128	22	20,182	794,770
6 October.....	168,779	627,183	44,952	840,917	6,741	23,593	.....	30,334	871,251
7 November.....	203,680	800,483	45,734	1,049,897	11,617	52,277	58	63,952	1,113,849
8 December.....	223,037	896,411	50,842	1,170,290	13,120	59,040	66	72,226	1,242,516
1933									
9 January.....	245,583	992,442	59,034	1,297,329	12,064	54,288	61	66,413	1,363,742
10 February.....	259,799	1,046,132	66,760	1,372,691	16,273	73,228	82	89,583	1,462,274
11 March.....	266,847	1,054,673	68,896	1,390,416	18,992	85,463	95	104,550	1,494,966
12 April.....	267,803	1,089,846	70,097	1,427,746	16,310	73,394	81	89,785	1,517,531
13 May.....	241,176	962,897	64,001	1,268,074	12,320	55,440	62	67,822	1,335,896
14 June.....	225,913	819,975	37,179	1,083,067	9,563	43,033	48	52,644	1,135,711
15 July.....	207,908	747,691	30,446	986,045	9,657	43,456	49	53,162	1,039,207
16 August.....	202,363	724,453	31,560	958,376	2,080	9,360	11	11,451	969,827
17 September.....	197,623	691,159	31,528	920,310	8,867	39,901	45	48,813	969,123
18 October.....	207,362	769,153	42,665	1,019,180	11,686	52,586	59	64,331	1,083,511
19 November.....	210,665	726,483	46,699	983,847	26,330	118,485	133	144,948	1,128,795
20 December.....	227,447	786,216	45,197	1,058,860	31,108	139,985	157	171,250	1,230,110
1934									
21 January.....	236,605	818,989	45,055	1,100,649	34,773	156,478	175	191,426	1,292,075
22 February.....	248,183	859,118	44,541	1,151,842	35,491	159,709	178	195,378	1,347,220
23 March.....	257,503	900,637	47,723	1,205,863	33,837	118,429	170	152,436	1,358,299
24 April.....	236,990	815,739	43,574	1,096,303	31,331	109,658	157	141,146	1,237,449
25 May.....	228,964	789,125	40,121	1,058,210	33,575	117,512	168	151,255	1,209,465
26 June.....	201,246	656,743	33,713	891,702	33,168	116,088	167	149,423	1,041,125
27 July.....	181,790	625,121	30,897	837,808	32,626	114,191	164	146,981	984,789
28 August.....	186,158	618,458	29,414	834,030	31,866	111,531	160	143,557	977,587
29 September.....	186,406	608,531	29,616	824,553	19,716	84,232	1,669	105,617	930,170
30 October.....	197,423	665,635	34,110	897,168	30,031	121,323	2,563	153,917	1,051,085
31 November.....	196,712	657,043	35,484	889,239	32,124	138,005	3,138	174,267	1,063,506
32 December.....	212,943	710,364	43,192	966,499	32,878	133,662	4,997	171,537	1,138,036
1935									
33 January.....	240,193	785,837	42,955	1,068,985	33,548	137,523	5,069	176,140	1,245,125
34 February.....	240,051	849,652	47,137	1,136,840	33,965	138,984	5,243	178,192	1,315,032
35 March.....	252,889	868,115	41,242	1,172,246	34,161	139,103	5,319	178,583	1,350,829
36 April.....	244,862	862,593	54,124	1,161,579	32,901	133,942	5,011	171,854	1,333,433
37 May.....	234,939	831,988	46,908	1,113,835	31,376	127,444	4,797	163,617	1,277,452
38 June.....	216,742	759,739	43,424	1,019,905	30,115	122,639	4,591	157,345	1,177,250
39 July.....	206,137	728,622	41,473	976,232	29,541	120,038	4,546	154,125	1,130,357
40 August.....	194,019	696,676	34,794	925,489	28,986	117,926	4,437	151,349	1,076,838
41 September.....	210,720	638,723	37,020	886,463	3,474	14,565	515	18,554	905,017
42 October.....	215,290	636,038	39,637	890,965	6,850	27,740	915	35,505	926,470
43 November.....	205,530	688,748	43,310	937,588	18,761	77,979	2,131	98,871	1,036,469
44 December.....	220,921	781,387	48,175	1,050,483	23,619	99,666	2,723	126,008	1,176,491
1936									
45 January.....	247,934	883,661	53,932	1,185,527	27,054	110,484	3,023	140,561	1,326,088
46 February.....	256,367	915,522	54,811	1,226,700	28,908	122,018	3,234	154,160	1,380,860
47 March.....	257,284	926,705	56,085	1,240,074	29,500	125,090	3,408	158,058	1,398,132
48 April.....	242,253	880,118	54,087	1,176,458	27,379	116,510	3,165	147,054	1,323,512
49 May.....	218,573	783,384	47,890	1,049,817	21,262	89,085	2,672	113,019	1,162,836
50 June.....	196,365	711,640	53,173	961,178	19,574	81,956	2,390	103,920	1,065,098
51 July.....	185,880	670,021	52,114	908,015	19,884	82,395	2,406	104,685	1,012,700
52 August.....	179,417	647,100	53,157	879,674	19,261	80,225	2,519	102,005	981,679

ASSISTED

March, 1940, are shown. Commencing with September, 1936, the material aid National Registration.

AND FEDERAL DEPARTMENTS FROM MAY, 1932, TO AUGUST, 1936

Other Aid									Total Number Assisted Other than by Direct Relief		
Trans-Canada Highway	Other Provincial Works	Municipal Works	Federal Works	Work for Trans- sients	Farm Place- ment Numbers on Farms	Single Home- less Cared for	Move- ment and Assistance of Settlers	Relief Settle- ment			
1932											
900	4,303	47,881	189			12,244			65,517	May	1
790	5,300	52,930	264		124	13,612			73,020	June	2
465	364	8,923	308		304	13,023		779	24,166	July	3
424	361	5,295	86		289	13,804		1,706	21,965	August	4
391	519	3,141	188			12,404		2,389	19,032	September	5
310	376	3,455	235			13,127		4,109	21,612	October	6
253	476	1,567	138		2,399	38,035		4,663	47,531	November	7
165	190	858	44		3,422	45,648		6,107	56,434	December	8
1933											
.....	103	180	32		7,728	50,370		7,442	65,856	January	9
.....	45	13	45		9,867	53,883		7,715	71,568	February	10
.....	32	51	280		10,271	53,313		7,925	71,872	March	11
.....	30	466	122		9,014	53,982		8,537	72,151	April	12
40	29	218	194		8,666	52,702		8,988	70,837	May	13
205	3,000	72	159		6	51,912		9,357	64,711	June	14
1,012	7,274	23	53			55,262		9,713	73,337	July	15
9,550	17,209	2,116	45			45,849		10,058	84,827	August	16
8,638	11,135	18,549	55		1	34,978		10,052	83,408	September	17
11,480	17,877	12,332	382		1	41,576		11,277	94,925	October	18
11,753	29,665	25,032	428		4,184	41,243		12,303	124,608	November	19
10,664	35,037	30,013	465		10,247	41,383		12,643	140,452	December	20
1934											
10,735	30,537	28,282	390		14,012	40,979		13,559	138,494	January	21
11,149	34,346	28,577	356		14,808	40,762		13,841	143,839	February	22
10,975	36,840	24,802	394		16,065	42,709		14,276	146,061	March	23
9,403	27,194	14,967	413			45,335		14,895	112,207	April	24
8,664	30,141	19,348	399			46,144		14,872	119,568	May	25
8,235	46,885	28,901	382			40,708		15,881	140,692	June	26
7,410	37,874	28,298	266			37,996		15,469	127,313	July	27
6,181	19,338	20,620	329			31,600		16,200	94,268	August	28
6,253	20,250	18,255	410			29,123	111	18,011	92,413	September	29
5,889	18,020	15,822	628		9	32,425	143	17,354	90,290	October	30
4,487	16,166	12,240	640		2,838	36,005	86	17,975	90,437	November	31
3,902	31,592	9,880	502		7,899	36,031	80	17,975	107,811	December	32
1935											
2,741	35,609	3,881	677		11,428	37,403	31	18,163	109,933	January	33
2,843	44,124	3,420	668		12,009	37,546	20	18,229	118,859	February	34
2,760	40,334	4,965	743		12,208	38,856	130	18,279	118,275	March	35
2,457	37,817	834	766			39,048	57	18,104	99,083	April	36
2,547	8,400	790	593			37,024	12	18,097	67,463	May	37
4,937	10,305	1,102	703			38,333		18,073	73,453	June	38
5,407	2,332	1,174	902			34,137		18,158	62,110	July	39
8,522	2,910	840	954			28,886		18,531	60,643	August	40
11,646	3,014	932	1,217			24,983		18,477	60,269	September	41
11,880	5,188	1,439	2,297			32,937		18,821	72,562	October	42
7,317	5,220	1,858	1,205		3,637	39,346		18,752	77,335	November	43
4,294	3,557	1,667	776		8,844	40,186	22	18,912	78,258	December	44
1936											
3,873	1,759	2,024	841		12,838	40,131		18,722	80,188	January	45
3,871	1,897	1,895	799		13,287	39,470		18,586	79,805	February	46
3,538	1,202	1,891	978		14,020	34,376		18,577	74,582	March	47
4,015	7	1,091				15,366		18,291	38,770	April	48
4,811	40	1,056				14,135		18,295	38,337	May	49
4,195	1,902	1,227				6,074		18,219	31,617	June	50
6,428	14,688	745				5,278	391	17,984	45,517	July	51
7,258	20,321	1,180				4,876	359	17,912	51,906	August	52

DEPARTMENT OF LABOUR

SUMMARY BY MONTHS OF NUMBERS ASSISTED

—	Direct Relief (Food, Fuel, Clothing and Shelter)								Grand Total of Direct Relief Reci- pients
	Totals from National Registration of Direct Relief Recipients								
	Urban				Agricultural				
	Heads of Families	Depend- ents	Indi- vidual Cases	Total	Heads of Families	Depend- ents	Indi- vidual Cases	Total	
1936									
53 September.....	150,778	508,958	47,557	707,293	44,991	196,989	6,347	248,327	955,620
54 October.....	155,087	522,475	51,965	729,527	51,346	220,642	7,281	279,269	1,008,796
55 November.....	159,431	536,195	55,280	750,906	54,782	232,946	7,733	295,461	1,046,367
56 December.....	171,076	575,432	58,849	805,357	57,400	244,616	7,936	309,952	1,115,309
1937									
57 January.....	182,514	614,207	61,735	858,456	59,263	252,417	8,095	319,775	1,178,231
58 February.....	187,049	629,352	62,882	879,283	60,846	259,033	8,297	328,176	1,207,459
59 March.....	186,292	629,231	62,620	878,143	61,343	261,190	8,226	330,759	1,208,902
60 April.....	176,320	597,738	59,542	833,800	60,099	257,826	7,942	325,867	1,159,667
61 May.....	156,423	528,845	52,480	737,748	55,543	237,234	7,375	300,152	1,037,900
62 June.....	135,925	456,966	43,399	636,290	49,552	208,212	6,731	264,495	900,785
63 July.....	121,400	402,590	39,909	563,899	44,037	178,921	6,414	229,372	793,271
64 August.....	110,416	364,469	36,505	511,390	44,889	181,337	6,618	232,844	744,234
65 September.....	100,600	324,087	31,152	455,839	52,913	209,049	7,114	269,076	724,915
66 October.....	103,864	333,070	33,877	470,811	65,379	257,435	8,421	331,235	802,048
67 November.....	112,316	360,703	40,456	513,475	71,763	282,190	9,120	363,073	876,548
68 December.....	127,310	411,650	41,381	580,341	74,428	292,624	9,531	376,583	956,924
1938									
69 January.....	139,137	449,812	43,025	631,974	75,793	297,643	9,755	383,191	1,015,165
70 February.....	144,557	466,553	43,419	654,529	76,950	302,578	9,891	389,419	1,043,948
71 March.....	144,696	467,979	40,015	652,690	77,388	304,720	9,928	392,036	1,044,726
72 April.....	139,897	453,091	39,306	632,294	77,248	304,617	10,063	391,928	1,024,222
73 May.....	127,284	410,306	38,370	575,960	75,053	295,508	9,931	380,492	956,452
74 June.....	115,568	369,476	35,836	520,880	71,820	282,216	9,651	363,687	884,567
75 July.....	109,854	351,120	36,153	497,127	67,213	262,952	9,264	339,429	836,556
76 August.....	104,443	332,848	33,808	471,099	56,790	221,625	8,121	286,536	757,635
77 September.....	98,446	312,459	33,827	444,732	20,795	85,558	2,519	108,872	553,604
78 October.....	103,958	330,934	33,370	473,262	32,830	130,981	3,984	167,795	641,057
79 November.....	116,815	373,061	45,017	534,893	49,601	196,339	5,996	251,936	786,829
80 December.....	132,482	426,380	45,804	604,666	57,504	227,392	6,915	291,811	896,477
1939									
81 January.....	146,754	472,721	48,721	668,196	60,636	240,445	7,251	308,332	976,528
82 February.....	153,639	494,332	49,925	697,896	63,116	250,130	7,525	320,771	1,018,667
83 March.....	155,291	499,535	49,868	704,694	63,392	251,877	7,573	322,842	1,027,536
84 April.....	151,018	486,767	48,248	686,033	62,488	248,862	7,473	318,823	1,004,856
85 May.....	138,370	444,023	43,881	626,274	58,180	231,947	7,020	297,147	923,421
86 June.....	123,455	393,771	40,182	557,408	55,366	219,780	6,772	281,918	839,326
87 July.....	118,637	376,071	40,012	534,720	53,302	211,027	6,605	270,934	805,654
88 August.....	120,383	386,183	38,251	544,817	50,777	200,725	6,333	257,835	802,652
89 September.....	107,696	346,401	34,887	488,984	9,721	38,856	1,452	50,029	539,013
90 October.....	105,402	341,474	37,433	484,309	11,541	46,492	1,541	59,574	543,883
91 November.....	109,184	356,896	41,813	507,893	15,030	60,912	1,861	77,803	555,696
92 December.....	119,202	392,770	44,704	556,676	13,494	57,464	1,612	72,570	629,246
1940									
93 January.....	132,047	438,937	47,066	618,050	17,761	76,414	1,918	96,093	714,143
94 February*.....	137,452	455,772	47,748	640,972	20,700	89,279	2,114	112,093	753,065
95 March.....	138,455	459,554	47,991	646,000	22,713	97,500	2,287	122,500	768,500

*Preliminary figures.

†As explained on page 72, the Youth Training Program during 1939-40 was carried out under The Youth Training Act, 1939, and is dealt with in a separate chapter.

FROM SEPTEMBER, 1936, TO MARCH, 1940

Other Aid as Reported by the Provinces												Total Number Assisted Other than by Direct Relief	
Numbers Assisted during Each Month													
Trans-Canada Highway	Other Provincial Works	Municipal Works	Works for Transients	Farm Placement, Number on Farms	Single Homeless Cared for	Movement and Assistance of Settlers	Relief Settlement	Youth Training	National Forestry Program	Rehabilitation Plans for Older Persons			
1936													
6,829	24,967	1,401	.....	.....	4,954	494	18,493	.....	.....	.....	57,138	September.....	53
9,832	37,988	839	.....	4,376	5,675	2,761	18,264	.....	.....	.....	79,735	October.....	54
6,249	35,017	620	697	10,642	5,882	953	18,470	.....	.....	.....	78,530	November.....	55
3,064	18,464	67	2,984	36,177	5,883	580	18,388	.....	.....	.....	85,607	December.....	56
1937													
1,191	11,875	175	4,731	40,763	5,683	304	18,330	.....	.....	.....	83,052	January.....	57
330	7,446	438	4,814	43,254	5,191	589	18,334	.....	.....	.....	80,396	February.....	58
399	5,135	478	5,223	43,087	5,087	1,715	18,123	.....	.....	.....	79,247	March.....	59
126	2,759	215	4,505	34,111	.....	.....	18,163	.....	.....	.....	59,879	April.....	60
1,338	6,261	415	5,093	.....	.....	.....	18,261	.....	.....	.....	81,368	May.....	61
2,215	11,786	656	2,245	.....	.....	.....	18,409	332	.....	.....	85,643	June.....	62
2,744	18,226	608	1,815	.....	.....	.....	18,610	925	.....	.....	42,928	July.....	63
2,392	18,338	737	.....	.....	.....	.....	19,121	1,258	.....	.....	41,846	August.....	64
1,274	16,845	980	.....	.....	.....	.....	21,491	1,598	.....	.....	42,188	September.....	65
723	15,046	980	.....	5,178	.....	.....	22,720	3,545	.....	.....	48,192	October.....	66
212	9,922	1,225	1,920	20,710	.....	.....	23,788	19,098	.....	.....	76,875	November.....	67
71	4,234	1,415	2,486	33,559	.....	.....	24,211	15,941	.....	.....	81,917	December.....	68
1938													
54	3,019	133	2,629	37,838	.....	.....	24,210	23,851	.....	.....	91,734	January.....	69
58	2,844	180	3,858	39,673	.....	.....	24,015	26,166	.....	.....	96,794	February.....	70
20	787	164	2,690	39,505	.....	.....	24,331	32,590	.....	.....	100,087	March.....	71
.....	599	1,167	.....	32,232	.....	.....	24,689	9,730	.....	.....	68,417	April.....	72
.....	1,166	1,359	.....	.....	.....	.....	25,365	2,487	.....	.....	30,377	May.....	73
.....	3,248	2,112	.....	.....	.....	.....	26,381	2,882	.....	.....	34,623	June.....	74
.....	7,419	975	.....	.....	.....	.....	27,168	3,075	.....	.....	38,637	July.....	75
.....	13,708	1,596	.....	.....	.....	.....	28,690	3,580	.....	.....	47,574	August.....	76
.....	17,772	1,386	.....	.....	.....	.....	30,996	4,063	.....	.....	54,217	September.....	77
.....	17,231	1,943	13	772	.....	.....	31,563	11,948	.....	.....	63,470	October.....	78
.....	11,179	2,559	1,889	7,184	.....	.....	31,492	18,768	.....	183	73,254	November.....	79
.....	6,647	2,806	2,036	15,792	.....	.....	31,693	26,274	.....	302	85,550	December.....	80
1939													
.....	7,168	1,424	2,077	23,721	.....	.....	34,298	31,395	.....	302	100,385	January.....	81
.....	9,399	1,298	3,126	26,079	.....	.....	34,169	29,722	.....	329	104,122	February.....	82
.....	10,878	534	2,328	27,783	.....	.....	34,099	29,026	.....	337	104,985	March.....	83
.....	397	1,432	1,841	22,179	.....	.....	34,890	.....	.....	391	61,130	April.....	84
.....	2,152	1,496	110	922	.....	.....	35,664	.....	180	2,049	42,573	May.....	85
.....	10,408	1,616	1,250	.....	.....	.....	36,409	.....	1,883	2,467	54,033	June.....	86
.....	22,715	2,877	1,392	.....	.....	.....	37,482	.....	2,843	3,195	70,504	July.....	87
.....	24,619	4,748	521	.....	.....	.....	38,613	.....	3,516	2,295	74,312	August.....	88
.....	23,710	7,961	11	.....	.....	.....	40,162	.....	3,557	2,385	77,786	September.....	89
.....	21,580	12,199	.....	.....	.....	.....	40,695	.....	2,355	2,193	79,022	October.....	90
.....	7,582	9,772	.....	778	.....	.....	40,985	.....	1,144	1,938	62,199	November.....	91
.....	1,694	5,689	.....	1,719	.....	.....	41,119	.....	363	1,781	52,365	December.....	92
1940													
.....	1,034	2,190	.....	2,773	.....	.....	41,046	.....	205	1,640	48,888	January.....	93
.....	909	4,194	.....	3,639	.....	.....	41,179	.....	195	2,241	52,357	February.....	94
.....	1,409	4,313	.....	3,358	.....	.....	41,204	.....	160	1,282	51,726	March.....	95

THE NATIONAL REGISTRATION BRANCH

INCEPTION OF THE NATIONAL RELIEF REGISTRATION

The National Employment Commission Act, 1936, under which the National Employment Commission was established in May, 1936, required the Commission to undertake a national registration and classification of persons receiving direct relief throughout Canada (Sec. 6 (a)). (It should be noted that whereas the reference in the present report is to persons receiving "direct relief", actually such persons are referred to in the Dominion-provincial agreements as receiving "material aid".) To meet this obligation there was set up the Registration Branch of the Commission, which, in co-operation with the governments of the provinces and municipalities, took a first national registration of persons on relief (where the Dominion contributed financially to such relief) in September, 1936. In order to secure regular and current figures, comparable to those available for September, 1936, the provinces and municipalities were required to provide follow-up returns for each month commencing with October, 1936. In September of 1937, 1938 and 1939 complete re-registrations were taken, and these, too, were kept up-to-date month by month subsequently.

In Section III of its final report the National Employment Commission recommended that the work of the registration be carried forward under the Minister of Labour, after the termination of the work of the Commission itself. Consequently, when the Commission ceased to exist at February 1, 1938, the work of the registration was placed under the Department of Labour, where it has remained as the National Registration Branch.

FUNCTIONS OF THE BRANCH

For these national registrations standard forms have been provided by the Dominion to the authorities distributing relief, in order to secure uniform data. During the past two and a half years, on an average, about 2,000 local authorities throughout Canada have been issuing relief to which the Dominion contributed. Bearing in mind the number of local authorities which must be depended upon for reports, as well as the lack of clerical facilities in many smaller municipalities, the degree of co-operation secured from the provinces and municipalities has been very satisfactory.

Information tabulated from registration returns has been made available to Parliament and to the several interested branches of government, Dominion, provincial and municipal, and has been utilized extensively by the Department of Labour. In addition, monthly and special reports have been issued, statistically analysing the numbers and classes of persons on direct relief.

Published reports have given statistics indicating a main separation of totals on relief into urban relief and agricultural relief by provinces and classes of municipalities. Within each group information has been made available showing the family classification, length of time on relief, numbers of returned soldiers on relief and, in some cases, housing conditions. In the case of urban relief a complete segregation as to reported degree of employability has been maintained. Records of fully employable persons have been tabulated to show their age and employment record, e.g., industry of normal employment, when last employed, whether wage earner or occupational worker, and the like. Records of persons only partially employable or unemployable have likewise been specially tabulated as to the more significant features. Data given in regard to farmers on agricultural relief has referred to causes of being on relief, time of last self-dependence, and so forth.

In addition to its main function of the national registration of persons on relief through the municipalities and/or provinces, the National Registration Branch has performed additional functions as follows: (a) registration of pen-

sioners on relief through the Department of Pensions and National Health; (b) registration of Indians on relief through the Indian Affairs Branch, Department of Mines and Resources.

RÉSUMÉ OF NUMBERS ON RELIEF DURING THE FISCAL YEAR

The tables which follow provide a résumé of numbers of persons on direct relief issued by the municipalities and/or the provinces (to which the Dominion contributed) throughout Canada in the fiscal year 1939-40, as derived from the national registration, with some comparisons with figures pertaining to previous fiscal years. An earlier table in this report (pp. 86-89) shows a summary of numbers on relief in the country as a whole in each month from May, 1932.

Direct relief in the sense here used does not include persons being provided with work on relief projects paid for at wages, even though such work was undertaken to alleviate unemployment. Direct relief is divided into urban relief and agricultural relief. Agricultural relief refers to assistance given to resident farm operators and their dependents for human subsistence, where such farmers would normally derive their livelihood from the land which they occupy. Urban relief refers to all persons other than farm operators and their dependents, and thus includes both unemployed and unemployable persons. "Head of family" is used to designate a person who is socially responsible for the support of one or more dependents. An "individual person" is one who is neither a dependent of a head of family nor has anyone dependent upon himself. The term "wife" refers to the member of a family unit who performs the housekeeping duties and "wives" are a sub-classification of "dependents". "Dependents" are all who look to the head of a family for their support and, thus, "dependents" include some adult employable persons still living under the parental roof.

Subsequent to April 1, 1937, the Province of New Brunswick had substituted a works program for direct relief, and consequently that province does not contribute to the registration totals on direct relief as shown in these tables. Moreover, as already indicated, in the case of all provinces the present figures include only persons receiving relief to which the Dominion Government contributed financially.

The tables in Group A—Numbers of Persons on Direct Relief—relate to the main outlines of the problem. Table I shows a monthly average of 742,791 persons on direct relief across Canada during the fiscal year 1939-40, of whom 77.4 per cent were on urban and 22.6 per cent on agricultural relief; the comparable monthly average for 1938-39 was 863,344, of whom 65.9 per cent were on urban and 34.1 per cent on agricultural relief. A comparison shows that the monthly average total number of persons on direct relief in the year 1939-40 was less by 14.0 per cent than in the year before and that the average numbers on urban relief increased by 1.0 per cent and on agricultural relief decreased by 42.9 per cent. Table II shows the percentage distribution by provinces of the average monthly number on urban relief, the average monthly number on agricultural relief and the average monthly number on direct relief (i.e., urban and agricultural relief combined) in the years 1939-40, 1938-39 and 1937-38. Table III gives an analysis of the Dominion totals for the month of March, 1940, showing a distribution by provinces and by the main domestic classifications. It may be noted that within each class of relief, i.e., urban and agricultural, the numerical relationship of the number of dependents to the number of heads of families remains virtually constant month after month. Table IV separates each of the groups "Heads of Families" and "Individual Persons" on urban relief in March, 1940, 1939, 1938 and 1937, into "Fully Employable," "Partially Employable" and "Unemployable". While the percentage distribution by degree of employability of heads of families and individuals varies materially from month to month when the volume of employment is fluctuating, owing to the absorption of fully employ-

able persons into employment, or owing to the reverse process, a comparison of March, 1940, with March, 1939, 1938 and 1937, in the case of family heads from this point of view does not show any major relative change, although, as will be observed from the table which is here given, the proportion of individual persons reported as fully employable has diminished from 67.1 per cent to 50.1 per cent in the three years to March, 1940, with proportionate increases in those reported only partially employable or totally unemployable:—

—	Heads of Families				Individual Persons			
	Total	Fully Employable	Partially Employable	Unemployable	Total	Fully Employable	Partially Employable	Unemployable
		%	%	%		%	%	%
March, 1940.....	138,961	80.4	10.7	8.9	48,076	50.1	24.8	25.1
March, 1939.....	155,291	81.7	10.4	7.9	49,868	55.0	24.3	20.7
March, 1938.....	144,696	80.6	12.1	7.3	40,015	55.0	26.8	18.2
March, 1937.....	186,292	81.4	12.9	5.7	62,620	67.1	19.6	13.3

Table V provides a classification of dependents of heads of families on urban relief, from the viewpoint of employability and non-employability, giving a comparison of March, 1940, with March, 1939.

The tables in Group B—Fully Employable Persons on Urban Relief—relate to those persons who are reported by the local authorities issuing relief as fully employable, that is to say, to the unemployed on relief. The separation on degree of employability is made in respect of persons in receipt of urban relief only, as resident farm operators and their dependents on agricultural relief are not seeking industrial employment and are the victims of distress due to climatic or other conditions quite apart from unemployment or unemployability. For the purposes of this employability classification the following domestic categories are considered as available for employment, if reported fully employable by local authorities: heads of families, individual persons, and dependents (other than wives) 16 years of age and over. Table VI shows that in the fiscal year 1939-40 the average monthly number of fully employable persons unemployed on relief throughout Canada was 152,041, of whom 122,531 were males and 29,510 were females; in the previous fiscal year the monthly average total was 152,135, of whom 123,045 were males and 29,090 were females. Thus, the average number of fully employable persons on relief in 1939-40 was less by 0.1 per cent than in the previous fiscal year. Table VII shows the distribution by provinces of the yearly averages given in Table VI. Table VIII shows a separation of fully employable persons on relief in March, 1940, by age groups, together with a comparison with March, 1939. Table IX shows a separation of the fully employable persons by occupational groups in March, 1940 (with comparative figures for March, 1939). Table X makes comparison of the distribution of fully employable persons by industry of last normal employment in March, 1940 and 1939.

Group C—Persons on Relief in Cities—consisting only of Table XI, shows total numbers of persons (of all domestic categories), and total numbers of fully employable persons only, on relief in cities of over 25,000 population in March, 1940, with averages for the years 1939-40 and 1938-39. The columns "Fully Employable Persons Only" thus represent, in each respective column, a portion of the persons shown under "Total Persons on Relief".

GROUP A—NUMBERS OF PERSONS ON DIRECT RELIEF
TABLE 1—TOTAL NUMBER OF PERSONS, INCLUDING DEPENDENTS, IN RECEIPT OF URBAN OR AGRICULTURAL RELIEF
 FOR MONTHS FROM APRIL, 1939, TO MARCH, 1940, AND AVERAGES FOR FISCAL YEARS 1939-40 AND 1938-39

	Average Fiscal Year 1938-39	April 1939	May 1939	June 1939	July 1939	Aug. 1939	Sept. 1939	Oct. 1939	Nov. 1939	Dec. 1939	Jan. 1940	Feb. 1940	Mar. 1940	Average Fiscal Year 1939-40
A. ALL PERSONS ON URBAN OR AGRICULTURAL RELIEF— (Total of B and C below)														
Dominion	863,344	1,004,856	923,421	839,326	805,654	802,652	539,013	543,883	585,696	629,246	714,143	753,065	772,542	742,791
Prince Edward Island.....	2,361	4,347	2,823	1,471	1,487	1,360	1,342	1,304	1,460	2,783	8,663	9,348	9,672	3,838
Nova Scotia.....	9,029	15,267	13,337	10,912	8,588	7,015	5,606	4,573	4,972	4,881	4,471	4,474	4,287	7,365
New Brunswick.....	134,412	150,065	144,611	129,043	128,516	164,237	170,071	176,947	180,175	203,873	221,131	229,654	236,165	178,626
Quebec.....	234,054	286,024	264,814	227,225	210,881	202,268	189,768	182,110	176,077	188,017	209,744	217,800	217,891	215,218
Ontario.....	50,512	65,144	57,746	51,004	46,642	41,753	38,868	38,696	41,141	46,426	51,535	52,856	53,868	48,807
Manitoba.....	319,779	342,620	320,473	307,569	298,512	281,909	283,083	65,741	93,384	118,311	133,009	133,009	143,730	187,832
Saskatchewan.....	54,284	61,235	51,174	49,238	46,073	46,073	28,333	26,666	27,612	31,777	35,855	37,866	39,199	40,788
Alberta.....	58,432	70,154	60,928	61,790	58,037	58,037	49,942	47,826	51,875	57,844	64,433	68,058	67,820	60,337
British Columbia.....														
B. ALL PERSONS ON URBAN RELIEF— Dominion	568,808	636,033	626,274	557,408	534,720	544,817	438,984	454,369	507,893	556,676	618,050	640,972	648,869	574,584
Prince Edward Island.....	2,117	3,902	2,631	1,309	1,334	1,205	1,191	1,153	1,306	2,552	8,303	8,937	9,198	3,585
Nova Scotia.....	9,029	15,267	13,337	10,912	8,588	7,015	5,606	4,573	4,972	4,881	4,471	4,474	4,287	7,365
New Brunswick.....	129,479	143,999	138,992	125,513	126,000	159,211	164,441	169,996	182,173	195,379	208,634	215,403	220,958	170,892
Quebec.....	224,793	282,195	250,891	215,814	202,156	195,174	183,286	175,310	169,381	181,014	202,592	209,769	209,466	206,421
Ontario.....	48,225	60,638	55,133	49,414	45,089	40,645	37,963	37,667	39,779	44,195	48,821	49,967	50,819	46,678
Manitoba.....	67,430	77,393	70,830	66,568	64,076	59,318	28,584	30,519	40,658	51,270	58,782	61,465	62,791	56,071
Saskatchewan.....	36,746	41,900	38,196	33,463	33,736	31,582	23,526	22,534	23,461	28,377	29,407	30,798	31,574	30,712
Alberta.....	50,989	60,439	56,264	52,415	53,741	50,667	44,087	42,557	46,163	51,008	57,040	60,159	59,776	52,860
British Columbia.....														
C. ALL PERSONS ON AGRICULTURAL RELIEF— Dominion	294,536	318,823	297,147	281,918	270,934	257,835	50,029	59,574	77,803	72,570	96,093	112,093	133,673	168,207
Prince Edward Island.....	244	445	192	162	153	155	151	151	154	231	360	411	474	253
Nova Scotia.....							No Registration	No Registration						
New Brunswick.....	4,933	6,066	5,619	3,530	2,516	5,026	5,630	6,971	7,002	8,494	12,497	14,251	15,207	7,734
Quebec.....	9,261	13,829	13,923	11,411	8,725	7,094	6,482	6,800	6,696	7,003	7,152	8,031	8,425	8,797
Ontario.....	2,287	4,506	2,613	1,590	1,553	1,108	905	1,029	1,362	2,231	2,714	2,889	3,049	2,129
Manitoba.....	252,349	264,927	249,634	241,001	234,436	222,491	26,199	35,222	52,796	42,375	59,529	71,544	80,939	131,761
Saskatchewan.....	18,019	19,335	16,088	15,711	15,502	14,491	4,807	4,132	4,151	5,400	6,448	7,068	7,555	10,056
Alberta.....	7,443	9,715	9,069	8,513	8,049	7,370	5,855	5,269	5,712	6,836	7,393	7,899	8,044	7,477
British Columbia.....														

NOTE.—Dependents reported "at work" are uniformly excluded. These numbered 12,611 by March, 1940.

TABLE III—ANALYSIS OF TOTAL NUMBERS OF PERSONS ON DIRECT RELIEF,
SHOWING DISTRIBUTION BY DOMESTIC STATUS AND BY PROVINCES

FOR MARCH, 1940

—	Heads of Families	Individual Persons	Dependents of Heads of Families			Total	Percent- age Distri- bution of Dominion Totals
			Wives	Others	Total		
<i>Prince Edward Island—</i>							
Urban.....	1,792	303	1,520	5,583	7,103	9,198	1.4
Agricultural.....	77	8	61	328	389	474	0.4
Total.....	1,869	311	1,581	5,911	7,492	9,672	1.2
<i>Nova Scotia—</i>							
Urban.....	922	238	810	2,317	3,127	4,287	0.7
Agricultural.....							
Total.....	922	238	810	2,317	3,127	4,287	0.5
<i>New Brunswick.....</i>			No Registration				
<i>Quebec—</i>							
Urban.....	43,893	8,081	39,619	129,365	168,984	220,958	34.0
Agricultural.....	2,379	96	2,219	10,513	12,732	15,207	12.3
Total.....	46,272	8,177	41,838	139,878	181,716	236,165	30.6
<i>Ontario—</i>							
Urban.....	47,157	15,276	37,209	109,824	147,033	209,466	32.3
Agricultural.....	1,417	242	1,290	5,476	6,766	8,425	6.8
Total.....	48,574	15,518	38,499	115,300	153,799	217,891	28.2
<i>Manitoba—</i>							
Urban.....	11,363	4,481	9,742	25,233	34,975	50,819	7.8
Agricultural.....	517	19	477	2,036	2,513	3,049	2.5
Total.....	11,880	4,500	10,219	27,269	37,488	53,868	7.0
<i>Saskatchewan—</i>							
Urban.....	13,523	4,894	10,779	33,595	44,374	62,791	9.7
Agricultural.....	15,306	1,306	14,187	50,140	64,327	80,939	65.4
Total.....	28,829	6,200	24,966	83,735	108,701	143,730	18.6
<i>Alberta—</i>							
Urban.....	6,919	2,747	5,894	16,014	21,908	31,574	4.9
Agricultural.....	1,349	241	1,228	4,717	5,945	7,535	6.1
Total.....	8,268	2,988	7,122	20,731	27,853	39,109	5.1
<i>British Columbia—</i>							
Urban.....	13,392	12,056	11,016	23,312	34,328	59,776	9.2
Agricultural.....	1,715	374	1,620	4,335	5,955	8,044	6.5
Total.....	15,107	12,430	12,636	27,647	40,283	67,820	8.8
<i>Dominion—</i>							
Urban.....	138,961	48,076	116,589	345,243	461,832	648,869	100.0
Agricultural.....	22,760	2,286	21,082	77,545	98,627	123,673	100.0
Total.....	161,721	50,362	137,671	422,788	560,459	772,542	100.0

TABLE IV—ANALYSIS OF TOTAL NUMBER OF HEADS OF FAMILIES AND INDIVIDUAL PERSONS ON URBAN RELIEF, SHOWING DISTRIBUTION BY REPORTED DEGREE OF EMPLOYABILITY

FOR MARCH, 1940, 1939, 1938 AND 1937

	Heads of Families				Individual Persons			
	Fully Employable	Partially Employable	Unemployable	Total	Fully Employable	Partially Employable	Unemployable	Total
<i>March, 1940</i>								
Prince Ed. Island.	1,529	126	137	1,792	152	33	118	303
Nova Scotia.....	849	71	2	922	188	49	1	238
New Brunswick...				No Registration				
Quebec.....	40,351	2,765	777	43,893	6,806	972	303	8,081
Ontario.....	35,027	5,651	6,479	47,157	6,041	4,137	5,098	15,276
Manitoba.....	9,869	1,210	284	11,363	2,292	1,918	271	4,481
Saskatchewan....	9,247	2,005	2,271	13,523	1,649	1,409	1,836	4,894
Alberta.....	5,688	932	299	6,919	1,245	924	578	2,747
British Columbia.	9,179	2,069	2,144	13,392	5,728	2,462	3,866	12,056
Dominion...	111,739	14,829	12,393	138,961	24,101	11,904	12,071	48,076
<i>March, 1939</i>								
Prince Ed. Island.	582	96	134	812	96	27	123	246
Nova Scotia.....	2,979	150	30	3,159	510	83	11	604
New Brunswick...				No Registration				
Quebec.....	26,572	2,191	601	29,364	5,625	911	220	6,756
Ontario.....	52,608	6,952	6,927	66,487	9,281	4,200	4,684	18,165
Manitoba.....	11,792	1,356	285	13,433	3,117	2,131	311	5,559
Saskatchewan....	12,950	2,352	2,294	17,596	1,999	1,464	1,913	5,376
Alberta.....	7,267	1,255	793	9,315	1,828	1,114	1,094	4,036
British Columbia.	12,189	1,802	1,134	15,125	4,941	2,199	1,986	9,126
Dominion....	126,939	16,154	12,198	155,291	27,397	12,129	10,342	49,868
<i>March, 1938</i>								
Prince Ed. Island.	547	67	128	742	71	17	121	209
Nova Scotia.....	2,128	74	4	2,206	354	38	4	396
New Brunswick...				No Registration				
Quebec.....	26,283	3,118	717	30,118	5,163	1,277	254	6,694
Ontario.....	45,169	7,665	6,539	59,373	6,107	3,336	3,978	13,421
Manitoba.....	11,219	1,497	32	12,748	2,448	1,848	202	4,498
Saskatchewan....	13,145	2,262	2,357	17,764	1,897	1,083	1,550	4,530
Alberta.....	7,903	1,142	297	9,342	2,483	1,273	554	4,310
British Columbia.	10,307	1,657	439	12,403	3,490	1,849	618	5,957
Dominion...	116,701	17,482	10,513	144,696	22,013	10,721	7,281	40,015
<i>March, 1937</i>								
Prince Ed. Island.	298	307	88	693	8	43	128	179
Nova Scotia.....	2,914	231	41	3,186	668	98	22	788
*New Brunswick..	1,136	252	73	1,461	41	29	10	80
Quebec.....	51,191	5,767	1,719	58,677	12,643	1,611	548	14,802
Ontario.....	53,865	9,298	6,002	69,165	9,471	3,468	3,434	16,373
Manitoba.....	13,833	1,876	359	16,068	3,402	1,535	694	5,631
Saskatchewan....	8,050	2,439	1,122	11,611	657	970	647	2,274
Alberta.....	8,449	1,362	270	10,081	5,914	1,253	552	7,719
British Columbia.	11,870	2,440	1,040	15,350	9,234	3,278	2,262	14,774
Dominion...	151,606	23,972	10,714	186,292	42,038	12,285	8,297	62,620

*Figures for New Brunswick are shown for month of March, 1937, when that province was distributing direct relief; since April 1, 1937, however, a works program to which the Dominion contributed has been substituted for direct relief.

TABLE V—ANALYSIS OF TOTAL NUMBERS OF DEPENDENTS OF HEADS OF FAMILIES ON URBAN RELIEF, SHOWING CATEGORIES IN RELATION TO EMPLOYABILITY

FOR MARCH, 1940, AND MARCH, 1939

—	Fully Employable Dependents		Partially Employable Dependents	Non-worker Type Dependents			Total
	Previously gainfully employed	Not previously gainfully employed	Previously gainfully employed	Wives	Children under 16 years	Dependents (other than wives) of non-worker type, 16 years and over	
March, 1940							
Prince Ed. Island....	424	333	5	1,520	4,379	442	7,103
Nova Scotia.....	65	209	6	810	1,884	153	3,127
New Brunswick.....				No Registration			
Quebec.....	6,740	11,470	363	39,619	104,372	6,420	168,984
Ontario.....	3,092	6,603	151	37,209	93,172	6,806	147,033
Manitoba.....	902	1,137	38	9,742	20,724	2,432	34,975
Saskatchewan.....	822	2,026	45	10,779	27,623	3,079	44,374
Alberta.....	283	703	16	5,894	13,659	1,353	21,908
British Columbia....	369	1,665	19	11,016	18,784	2,475	34,328
Dominion.....	12,697	24,146	643	116,589	284,597	23,160	461,832
March, 1939							
Prince Ed. Island....	198	185	5	572	1,841	176	2,977
Nova Scotia.....	338	873	8	2,818	7,036	529	11,602
New Brunswick.....				No Registration			
Quebec.....	4,590	6,087	330	25,479	69,645	3,450	109,581
Ontario.....	4,922	9,762	178	54,702	128,628	8,763	206,955
Manitoba.....	1,225	1,501	107	11,841	24,791	2,291	41,756
Saskatchewan.....	1,002	3,103	39	14,338	35,148	3,699	57,329
Alberta.....	462	1,049	19	7,900	17,658	1,807	28,895
British Columbia..	486	2,088	21	13,353	22,332	2,160	40,440
Dominion.....	13,223	24,648	707	131,003	307,079	22,875	499,535

GROUP B—FULLY EMPLOYABLE PERSONS ON URBAN RELIEF

TABLE VI—TOTAL NUMBERS OF FULLY EMPLOYABLE PERSONS ON URBAN RELIEF (DOMINION TOTALS)

FOR FISCAL YEARS 1939-40 AND 1938-39

—	Fiscal Year 1939-40			Fiscal Year 1938-39		
	Male	Female	Total	Male	Female	Total
April.....	153,744	32,836	186,580	137,234	31,443	168,677
May.....	137,876	30,947	168,823	124,456	29,557	154,013
June.....	119,880	28,665	148,545	110,489	27,689	138,178
July.....	112,683	27,982	140,665	105,717	26,557	132,274
August.....	113,728	28,570	142,298	98,788	25,537	124,325
September.....	98,825	26,582	125,407	89,481	25,137	114,618
October.....	98,167	26,980	125,147	97,880	26,006	123,886
November.....	105,206	27,697	132,903	115,339	27,852	143,191
December.....	117,864	29,002	146,866	132,060	30,271	162,331
January.....	133,048	31,030	164,078	149,189	32,209	181,398
February.....	138,674	31,817	170,491	157,141	33,375	190,516
March.....	140,671	32,012	172,683	158,761	33,446	192,207
Monthly Average....	122,531	29,510	152,041	123,045	29,090	152,135

DEPARTMENT OF LABOUR

TABLE VII—TOTAL NUMBERS OF FULLY EMPLOYABLE PERSONS ON URBAN RELIEF,
SHOWING DISTRIBUTION BY PROVINCES

AVERAGES FOR FISCAL YEARS 1939-40 AND 1938-39

	Fiscal Year 1939-40				Fiscal Year 1938-39			
	Male	Female	Total	Percent- age of Total	Male	Female	Total	Percent- age of Total
Prince Ed. Island.	657	191	848	0.6	367	137	504	0.3
Nova Scotia.....	1,863	363	2,226	1.5	2,217	468	2,685	1.8
New Brunswick...				No Registration				
Quebec.....	40,978	9,085	50,063	32.9	29,372	7,659	37,031	24.3
Ontario.....	38,779	12,196	50,975	33.5	44,069	12,238	56,307	37.0
Manitoba.....	10,912	2,351	13,263	8.7	11,760	2,477	14,237	9.4
Saskatchewan.....	10,222	2,348	12,570	8.3	13,024	2,930	15,954	10.5
Alberta.....	6,471	1,128	7,599	5.0	8,357	1,337	9,694	6.4
British Columbia.	12,649	1,848	14,497	9.5	13,879	1,844	15,723	10.3
Dominion.....	122,531	29,510	152,041	100.0	123,045	29,090	152,135	100.0

TABLE VIII—TOTAL NUMBERS OF FULLY EMPLOYABLE PERSONS ON URBAN RELIEF
(DOMINION TOTALS), SHOWING PERCENTAGE DISTRIBUTION BY AGE GROUPS

FOR MARCH, 1940, AND MARCH, 1939

	March, 1940			March, 1939		
	Male	Female	Total	Male	Female	Total
16 to 19 years.....	8.7	33.0	13.2	7.9	32.3	12.2
20 to 29 years.....	21.7	23.6	22.1	23.6	24.1	23.7
30 to 39 years.....	26.0	12.6	23.5	26.9	13.2	24.5
40 to 49 years.....	20.6	12.7	19.1	20.5	13.8	19.3
50 to 59 years.....	16.0	11.5	15.2	15.2	10.8	14.5
60 to 69 years.....	6.8	6.5	6.7	5.8	5.7	5.7
70 and over.....	0.1	0.1	0.1	0.1	0.1	0.1
Unspecified.....	0.1	0.0	0.1	0.0	0.0	0.0
Total.....	140,671	32,012	172,683	158,761	33,446	192,207

TABLE IX—TOTAL NUMBERS OF FULLY EMPLOYABLE PERSONS ON URBAN RELIEF (DOMINION TOTALS), SHOWING DISTRIBUTION BY OCCUPATIONAL GROUPS FOR MARCH, 1940, AND MARCH, 1939

	March, 1940			March, 1939		
	Male	Female	Total	Male	Female	Total
Agriculture.....	9,515	16	9,531	13,494		13,494
Clerical.....	3,139	434	3,573	3,747	488	4,235
Construction.....	15,810	2	15,812	18,851		18,851
Finance, insurance.....	368	8	376	59	2	61
Fishing and hunting.....	3,035		3,035	1,668		1,668
Labourers and unskilled (not agriculture, mining and logging).....	56,672	401	57,073	52,381	574	52,955
Logging (and lumber mills).....	2,371		2,371	4,450		4,450
Manufacturing.....	13,017	1,432	14,449	21,776	1,629	23,405
Mining and quarrying (and smelting).....	2,233	1	2,234	2,790		2,790
Service:—						
Professional.....	791	233	1,024	1,196	333	1,529
Personal (including household domestic, hotel, restaurant, hospital, cleaning).....	3,887	16,490	20,377	4,213	17,140	21,353
Miscellaneous (recreational, governmental, etc.).....	571	116	687	819	278	1,097
Trade.....	8,829	763	9,592	13,844	935	14,779
Transportation and communication.....	8,328	62	8,390	6,820	67	6,887
Unspecified.....	6	7	13	4	1	5
Never gainfully occupied young persons (16-29 years).....	12,099	12,047	24,146	12,649	11,999	24,648
Total.....	140,671	32,012	172,683	158,761	33,446	192,207

TABLE X—TOTAL NUMBERS OF FULLY EMPLOYABLE PERSONS ON URBAN RELIEF (DOMINION TOTALS), SHOWING DISTRIBUTION BY REPORTED INDUSTRY OF LAST NORMAL EMPLOYMENT FOR MARCH, 1940, AND MARCH, 1939

Industry of Last Normal or Usual Employment	March, 1940			March, 1939		
	Male	Female	Total	Male	Female	Total
<i>In Primary Industries—</i>						
Farming.....	9,470	15	9,485	13,471	35	13,506
Fishing.....	2,844	1	2,845	1,343	3	1,346
Hunting.....	180		180	326		326
Logging.....	2,677	5	2,682	2,923	7	2,930
Mining.....	2,345	1	2,346	3,086	1	3,087
Sub-total.....	17,516	22	17,538	21,149	46	21,195
<i>In Secondary Industries—</i>						
Communication.....	218	54	272	341	57	398
Construction.....	28,280	6	28,286	29,576	15	29,591
Finance.....	482	16	498	691	24	715
General labour.....	34,890		34,890	31,328		31,328
Manufacturing.....	18,860	1,543	20,403	23,413	2,250	30,663
Service.....	6,542	8,454	14,996	7,967	7,842	15,809
Trade.....	10,850	1,058	11,908	12,411	1,144	13,555
Transportation and storage.....	10,416	17	10,433	13,761	22	13,783
Sub-total.....	110,538	11,148	121,686	124,488	11,354	135,842
<i>All Industries—</i>						
Total.....	128,054	11,170	139,224	145,637	11,400	157,037
Unclassified.....	518	8,795	9,313	475	10,047	10,522
Never gainfully employed	12,099	12,047	24,146	12,649	11,999	24,648
Sub-total.....	12,617	20,842	33,459	13,124	22,046	35,170
Grand Total.....	140,671	32,012	172,683	158,761	33,446	192,207

GROUP C—PERSONS ON RELIEF IN CITIES

TABLE XI—TOTAL NUMBERS OF PERSONS OF ALL CLASSES ON RELIEF, AND TOTAL NUMBERS OF PERSONS ON RELIEF REPORTED FULLY EMPLOYABLE, IN CITIES OF OVER 25,000 POPULATION

FOR MARCH, 1940, AND AVERAGES FOR THE FISCAL YEARS 1939-40 AND 1938-39

	Population (1931 Census)	Total Persons on Relief			Fully Employable Persons Only		
		March 1940	Average, Fiscal Year 1939-40	Average, Fiscal Year 1938-39	March 1940	Average, Fiscal Year 1939-40	Average, Fiscal Year 1938-39
<i>Nova Scotia—</i>							
Halifax.....	59,275	1,678	3,307	5,288	457	917	1,516
<i>Quebec—</i>							
Hull.....	29,433	6,217	3,910	425	1,950	1,206	32
Montreal.....	818,577	119,213	111,880	109,855	36,818	33,913	32,254
Quebec.....	130,594	14,917	12,701	10,359	4,243	3,498	2,897
Sherbrooke.....	28,933	2,694	1,144	219	655	266	41
*Verdun.....	60,745	4,980	4,926	.....	1,176	1,137	.....
<i>Ontario—</i>							
Brantford.....	30,107	2,642	3,359	4,037	581	772	888
Fort William.....	26,277	1,420	1,327	1,593	264	325	484
Hamilton.....	155,547	10,458	13,441	14,860	2,426	3,208	3,508
Kitchener.....	30,793	1,332	1,359	1,739	256	266	354
London.....	71,148	3,838	3,962	4,898	724	750	1,012
Ottawa.....	126,872	11,338	11,940	12,941	1,903	2,086	2,449
Toronto.....	631,207	59,965	61,273	66,001	21,730	21,916	23,200
Windsor.....	†100,000	9,747	12,065	12,223	1,979	2,439	2,296
<i>Manitoba—</i>							
Winnipeg.....	218,785	25,886	25,789	28,080	8,130	8,268	9,377
<i>Saskatchewan—</i>							
Regina.....	53,209	12,082	11,665	11,372	2,799	2,729	2,753
Saskatoon.....	43,291	4,793	4,791	5,861	895	923	1,224
<i>Alberta—</i>							
Calgary.....	83,761	8,110	8,580	11,070	2,467	2,506	3,349
Edmonton.....	79,197	10,323	10,119	11,607	2,574	2,524	3,229
<i>British Columbia—</i>							
Burnaby.....	26,000	3,964	3,886	3,996	1,289	1,271	1,386
Vancouver.....	246,593	24,162	21,745	22,083	7,608	6,090	7,022
Victoria.....	39,082	1,360	1,571	1,353	350	372	372

*Verdun was distributing urban relief in August, 1939, to March, 1940.

†Population as of 1935.

X. YOUTH TRAINING ACT

On March 31, 1940, the Dominion-Provincial Youth Training Program completed its third year of operation. During the past year it was carried on under authority of The Youth Training Act, passed in the early summer of 1939. This Act appropriated \$1,500,000 for training young people between the ages of 16 and 30 who were not gainfully employed and whose parents were not in a position to pay for the full cost of their training. The trainees were selected without discrimination or favour on account of race, religion or politics. The program was carried on by means of agreements entered into with the provinces which provided for the Dominion refunding to the province 50 per cent of the expenditures for projects submitted by the province and approved by the Dominion, with each government paying its own administrative costs.

The agreements were identical in each province, but appended to them were the schedules for specific training projects when such had been approved by the Dominion after submission by the province.

The Dominion could not inaugurate projects under the program in a province on its own initiative, although it did, from time to time, suggest projects which seemed desirable. These were not accepted in all cases. The agreements provided for (i) selection of trainees by the province, subject to approval by a Dominion representative; (ii) selection of training centres by the province; (iii) appointment of instructors, teachers, project supervisors and vocational guidance and placement officers; (iv) medical examinations of trainees, for certain projects; (v) medical services for sickness and compensation for accidents; (vi) travelling expenses of trainees and supervisory staff; (vii) allowances to trainees for board and lodging; (viii) rental of class accommodation; (ix) purchase of machinery, equipment, hand tools, materials and supplies; (x) advertising and publicity; (xi) recreational activities; (xii) submission of claims and reports; and (xiii) inspection of projects by Dominion representatives.

	Date of Agreement	Dominion Allotment	Dominion Commitments to Schedules	Claims Paid by Dominion to Mar. 31, 1940
		\$	\$	\$ cts.
P.E.I.....	Aug. 3, 1939	20,000	19,300	4,986 82
N.S.....	July 7, 1939	100,000	80,000	38,255 36
N.B.....	July 21, 1939	85,000	85,000	51,321 18
P.Q.....	Feb. 27, 1940	150,000	78,500	.....
Ont.....	July 26, 1939	350,000	189,000	121,743 45
Man.....	July 17, 1939	165,000	165,000	76,695 54
Sask.....	June 29, 1939	135,000	135,000	17,214 61
Alta.....	July 10, 1939	142,000	142,000	61,345 20
B.C.....	July 8, 1939	170,000	152,550	104,259 29
		1,317,000	1,046,350	475,821 45

ADMINISTRATION

The Staff of the Unemployment Relief Branch was utilized for administrative purposes, the only additional staff being the Supervisor of Youth Training and an Assistant Supervisor for Women's Projects, the latter being appointed in June, 1939. There were also appointed 16 individuals throughout the country, who were interested in various phases of Youth Training, to act as advisers to the Dominion Supervisor, serving without any remuneration other than actual travelling expenses.

Special placement officers for the program were appointed in all provinces and supplemented the Employment Service of Canada in finding work for trainees. There was a very marked increase over the previous year in the number of trainees placed in employment. In addition to those shown in the statistical report, others found work through their own initiative, or became self-employed. The number of these is not accurately known, but surveys indicate that it is very substantial. In addition to regular civilian employment, many of the trainees have enlisted in the armed forces.

TRAINING PROJECTS

The program was not confined to projects designed to train young people for wage-earning employment, but included (a) rural classes for young people residing on farms, which were designed to increase their efficiency as farm operators and to raise the standard of rural life, and (b) physical recreation projects designed to increase the physical fitness of those participating.

NEW PROJECTS

The following projects were new during the fiscal year under review and were suggested by the Dominion Government:—

- (1) Classes to train young men as air mechanics. Originally designed either for military or civil aviation, or aircraft manufacturing, on the outbreak of war these classes were confined to train young men who expressed a desire to enlist in the R.C.A.F. as skilled mechanics. These classes followed the R.C.A.F. curricula. Provision was made for payments to the provinces of an additional sum over and above the 50 per cent set out in the agreement for every air mechanic trainee who enlisted in the R.C.A.F. after January 1, 1940.
- (2) Student aid, a project to assist young people of proven academic merit, who were in financial need, to enter upon or to complete a course of training leading to a degree in a university. Maximum assistance to any individual was not to exceed \$200 for the academic year.

Following the outbreak of war certain changes were made in the program, to adapt it to the altered situation. Increased emphasis was placed on the classes for air mechanics and on the classes to train skilled workers in war production industries. Additional emphasis was also placed on physical recreation and instruction in citizenship. The curricula in the classes for rural young people were drawn up after consultation with the Dominion and provincial Departments of Agriculture, to assist in carrying out war production policies.

STAFF EMPLOYMENT

149,009 man-days of paid employment was given by the program to personnel other than trainees, i.e., supervisors and placement officers, teachers and instructors, foremen, cooks, etc. Of these, 236 were full-time (engaged for the entire year), 724 were seasonal (engaged for part of the year but during that period employed full time) and 639 were part-time (engaged for casual days or for a few hours per day for varying periods).

AGES OF TRAINEES

(EXCLUDING PHYSICAL RECREATION PROJECTS)

—	Men	Women	—	Men	Women	—	Men	Women
16.....	1,074	1,178	21.....	1,248	709	26.....	404	154
17.....	1,555	1,479	22.....	1,069	444	27.....	320	105
18.....	2,620	1,876	23.....	834	333	28.....	259	103
19.....	2,141	1,327	24.....	690	272	29.....	298	93
20.....	1,547	876	25.....	560	206	30.....	230	117

Average Age: Men, 20.5 years; Women, 19.4 years.

SCHOOL GRADES OF TRAINEES

(EXCLUDING PHYSICAL RECREATION PROJECTS)

Grade	Number Attending	Grade	Number Attending	Grade	Number Attending
2.....	10	6.....	930	10.....	3,525
3.....	27	7.....	1,876	11.....	3,270
4.....	115	8.....	5,501	12.....	2,279
5.....	364	9.....	3,464	Univ.....	298

Average Grade: Rural, 8.77; Urban, 9.72.

CLASSES OR PROJECTS CONDUCTED DURING 1939-40

	P.E.I.	N.S.	N.B.	P.Q.	Ont.	Man.	Sask.	Alta.	B.C.	Dominion Totals
Wood Lots & Forestry.....		2	2			2	1		2	9
Mining & Prospecting.....		1	2	1		2			3	9
Air Mechanics.....			6		1	3	3	3	3	19
Urban Men.....	4		26		16	19	21	16	19	121
Training Schools.....			2		5	3	3	2	3	18
Urban Women.....					1	9	14	2	12	38
Apprenticeship & Learnership.....		4			2	1		1		8
Rural Women.....	3	17	68	1		33	46	2		170
Rural Men & Women.....								34	26	60
Rural Men.....	11	25	17		1	17	93	2		166
Farm Apprenticeship.....		1			1		1	1		4
Physical Recreation.....			12			52	56	170	210	500
Student Aid.....	1					1	1	1	1	5
	19	50	135	2	27	142	239	234	279	1,127

COMPARATIVE STATISTICS OF YOUTH TRAINING PROGRAM

Fiscal Year	Total Enrolled in Year	Enrolled in Rural Projects	Enrolled in Physical Recreation	Enrolled in Employment Projects ¹	Total Discontinued Training	Total Placed in Employment	Percentage of Placement Trainees ²	Average Days Training per Trainee ³	Average Cost per Day ⁵	Cost per Placement ⁴	Total Days Training
1937-38.....	55,457	25,654	8,358	20,415	7,004	3,282	22.4	21	1.28	262.14	909,609
1938-39.....	62,455	32,073	16,714	14,108	4,158	4,747 ⁴	41.1	25	1.30	258.18	1,288,035
1939-40.....	46,780	13,509	19,905	13,184	3,139	7,360 ⁴	68.3	39	.....	.....	1,194,313

¹Projects designed to train for wage-earning employment.²Employment projects only and deducting those who discontinued training.³Not including physical recreation projects and deducting those who discontinued training.⁴Includes placements of previous year's trainees.⁵Includes all shareable costs of all projects.

DOMINION-PROVINCIAL YOUTH TRAINING

STATISTICAL SUMMARY FOR THE FISCAL YEAR ENDING MARCH 31, 1940

	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Dominion Total
A. Given training 1939-40 to March 31, 1940 (excluding those continuing from 1938-39)—										
Male.....	378	1,059	1,109	136	1,801	3,258	5,794	4,539	5,916	23,990
Female.....	146	378	1,524	21	1,175	4,417	2,519	4,810	8,000	22,990
Total.....	524	1,437	2,633	157	2,976	7,675	8,313	9,349	13,916	46,980
B. Discontinued before completion of course—										
Male.....	30	74	245	43	76	583	168	345	329	1,893
Female.....	7	5	171	4	142	333	225	153	206	1,246
Total.....	37	79	416	47	218	916	393	498	535	3,139
C. Total days' training.....	16,651	58,803	93,923	25,680	209,956	199,776	189,501	207,500	202,391	1,204,681
1939-1940 PROGRAM TO MARCH 31, 1940										
Total number given training, various types of projects (including those continuing from 1938-39)										
D. Projects designed to train for wage-earning employment										
Forestry.....	.....	.....	51	.....	.....	195	19	.....	307	572
Mining and prospecting.....	.....	117	76	.....	.....	72	.....	.....	237	707
Urban occupational.....	.....	280	505	205	1,835	3,924	785	1,610	1,635	10,768
Home service training.....	214	.....	148	.....	656	263	178	1,197	163	1,605
Aircraft mechanics.....	.....	.....	141	.....	210	344	504	226	154	1,579
Farm apprenticeship.....	.....	16	.....	.....	395	.....	18	190	.....	619
Total projects designed to train for wage-earning employment.....	214	393	921	205	3,096	4,798	1,504	2,223	2,496	15,850
E. Other projects—										
Agricultural and rural training courses.....	298	1,201	1,861	64	.....	1,426	4,952	2,619	1,287	13,708
Physical training courses.....	.....	.....	289	.....	.....	2,022	1,833	5,062	10,699	20,135
Student aid.....	12	.....	.....	.....	.....	37	38	51	44	182
Total other projects.....	310	1,201	2,150	64	.....	3,485	6,823	7,732	12,030	33,995
Grand total, all courses, April 1, 1939, to March 31, 1940.	524	1,594	3,071	269	3,096	8,283	8,327	9,955	14,526	49,845

NUMBERS WHO SECURED EMPLOYMENT (1939-40)

Course	Prince Edward Island	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Dominion Totals
Forestry and Surveying.....	.....	.....	45	.....	.....	54	9	.....	79	187
Mining and Prospecting.....	.....	96	8	100	39	9	.....	.....	19	271
Men's Urban.....	18	54	58	.....	1,012	447	208	287	166	2,250
Women's Urban.....	16	.....	.....	.....	637	1,278	344	178	126	2,579
Home Service.....	.....	.....	64	.....	411	135	72	133	98	913
Air Mechanics.....	.....	.....	27	.....	168	37	113	81	48	474
Farm Apprenticeship.....	.....	.....	.....	.....	395	.....	5	87	.....	487
Other Projects—	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Men.....	17	.....	16	.....	.....	4	11	48	19	115
Women.....	7	.....	36	6	.....	4	28	20	2	103
Total—	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Men.....	35	150	154	100	1,614	551	346	503	331	*3,784
Women.....	23	.....	100	6	1,048	1,417	425	331	226	3,595
	58	150	254	106	2,662	1,968	771	834	557	†7,379

*This total includes 580 reported as having enlisted.

†This total includes numbers trained in 1938-39 and 1 placed in employment during 1939-40.

From the beginning of the program in May, 1937, to April 1, 1940, 47,807 trainees were enrolled in projects designed to train them for wage-earning employment, 11,456 were discharged or discontinued their training and 2,743 were still under training on March 31, 1940. Of the remainder, 15,389, or 45.8%, found employment. The above table does not include many who, after the completion of their training, either found wage-earning employment themselves or became gainfully employed on their own behalf.

XI. INTERNATIONAL LABOUR ORGANIZATION (LEAGUE OF NATIONS)

The Department of Labour is charged with important duties arising out of Canada's relations with the International Labour Organization, which is based on co-operation between the governments, the organized employers and the organized workers of the whole world, and was established in association with the League of Nations at the close of the Great War, under the authority of the Treaties of Peace, with the object of securing the improvement of industrial conditions by legislative action and international agreement. The International Labour Organization comprises: (1) the *General Conference of Representatives* of the member countries (a complete delegation from each member state consisting of two government representatives, one employers' and one workers' delegate), which meets once a year or oftener if required, usually at Geneva, and which may be considered the legislative body of the Organization; (2) the *International Labour Office*, which is the permanent secretariat, and which collects and distributes information on all subjects relating to the international adjustment of conditions of industrial life and labour; and (3) the *Governing Body of the International Labour Office*, which, in addition to controlling the Office, is charged with the preparation of the agenda of the annual sessions of the General Conference.

The Canadian Government has had an advisory officer resident in Geneva since 1924, in order to keep in close touch with the work of the International Labour Organization and of the League of Nations. Mr. H. Hume Wrong, Permanent Delegate of Canada to the League of Nations, is the present representative at Geneva.

At the close of the fiscal year the International Labour Organization had a membership of fifty-five states, including nearly all of the industrial countries of the world. Germany and Italy ceased to be members of the Organization in October, 1935, and in December, 1939, respectively, and the withdrawal of Japan will become effective in November, 1940. The League of Nations expelled Russia from its membership following the invasion of Finland, and the Governing Body, at its February meeting, took similar action in connection with Russia's membership in the International Labour Organization, at the same time according representation on the Governing Body to Belgium and the Netherlands to fill the Italian and Russian vacancies.

The twenty-five sessions of the General Conference which have been held since 1919 have resulted in the adoption of sixty-seven Draft Conventions and sixty-six Recommendations, all of which have been communicated to the member states of the Organization. These Draft Conventions and Recommendations are not binding on the member states, but the latter are under obligation to bring them before the authority, or authorities, within whose competence the matters lie for the enactment of legislation or other action.

Successive Orders in Council adopted on report of the Minister of Justice from 1920 to 1939 set forth that some of the proposals emanating from the annual meetings of the Conference dealt with questions which were within the exclusive jurisdiction of the Dominion Parliament and that others were within the sphere of provincial authority. Accordingly the Draft Conventions and Recommendations which fell within the latter category were brought to the attention of the provincial authorities, but none of these particular Draft Conventions has been applied by all the provinces to date, although examination of the provincial laws has shown that the requirements of some of them are met in whole or in part by existing legislation.

With respect to the proposals emanating from the International Labour Conference which were found to be within federal authority, a recommendation was adopted by Order in Council in 1923 with respect to the communication to the International Labour Office of statistical or other information regarding emigration, immigration and the repatriation and transit of immigrants, and subsequently nine Draft Conventions were ratified by the Dominion Parliament concerning: (1) the minimum age for the admission of children to employment at sea; (2) unemployment indemnity in case of loss or foundering of the ship; (3) the minimum age for the admission of young persons to employment as trimmers or stokers; (4) compulsory medical examination of children and young persons employed at sea; (5) seamen's articles of agreement; (6) the marking of the weight on heavy packages transported by vessels; (7) limitation of hours of work in industry; (8) weekly rest in industry; and (9) the creation of minimum wage-fixing machinery. Legislation to implement the first six of these Draft Conventions has been embodied in the Canada Shipping Act, 1934, which came into effect by proclamation on August 1, 1936. Measures were also enacted by Parliament in 1935 to give effect to the three last-mentioned Draft Conventions, but they remain inoperative as, following a reference made to the Supreme Court of Canada as to the authority of the Dominion Parliament to enact these measures, the judgment rendered was taken to the Judicial Committee of the Privy Council in London, which declared that all three of these Acts were *ultra vires* of the Parliament of Canada.

This branch of the work of the Department of Labour necessitates a close study of the various technical questions which appear on the agenda of the different sessions of the International Labour Conference and of the quarterly meetings of the Governing Body, as well as of the meetings of the committees of technical experts on various questions of interest to industry and labour, and entails a great deal of correspondence, not only with other departments of the Dominion Government, but with the provincial governments and with employers' and workers' organizations all over the Dominion. Replies to the various questionnaires which are circulated on behalf of the International Labour Office are also prepared in the Department of Labour.

TWENTY-FIFTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twenty-fifth Session of the International Labour Conference was held at Geneva, Switzerland, from June 8 to 28, 1939, delegations being in attendance from forty-six countries, comprising 86 government delegates, 34 employers' delegates and 34 workers' delegates, or 154 delegates in all. There were present in addition 199 technical advisers, making a total of 353 persons who participated in the work of the Conference.

The Canadian delegation to the Conference was made up as follows:—

Government Delegates: Mr. H. H. Wrong, Geneva, Switzerland, Permanent Delegate of Canada to the League of Nations; and Mr. M. S. Campbell, Ottawa, Chief Conciliation Officer, Department of Labour.

Advisers to Government Delegates: Mr. Thomas J. O'Neill, Member of Parliament, Kamloops, B.C.; Mr. George D. Taylor, Sault Ste. Marie, Ont., Executive Board Member, All-Canadian Congress of Labour; Mr. Michael A. Bourdon, Montreal, P.Q., Treasurer, Confederation of Catholic Workers of Canada; and Mr. Alfred Rive, Geneva, Switzerland, Second Secretary, Permanent Delegation of Canada to the League of Nations.

Employers' Delegate: Mr. A. R. Goldie, Galt, Ont., Vice-chairman of Babcock-Wilcox and Goldie-McCulloch, Ltd., and Past Chairman of the Industrial Relations Committee of the Canadian Manufacturers' Association.

Adviser to Employers' Delegate: Mr. G. V. V. Nicholls, Toronto, Ont., Assistant Secretary of the Legal and Industrial Relations Department of the Canadian Manufacturers' Association.

Workers' Delegate: Mr. R. J. Tallon, Ottawa, Ont., Secretary-treasurer of the Trades and Labour Congress of Canada and President of Division No. 4, Railway Employees Department, American Federation of Labour.

Adviser to Workers' Delegate: Mr. William H. Phillips, Ottawa, Ont., Vice-president of the Order of Railroad Telegraphers.

The agenda of the Conference comprised the following items:—

1. Technical and vocational education and apprenticeship.
2. Regulation of contracts of employment of indigenous workers.
3. Recruiting, placing and conditions of labour (equality of treatment) of migrant workers.
4. Regulation of hours of work and rest periods of professional drivers (and their assistants) of vehicles engaged in road transport.
5. Generalization of the reduction of hours of work in industry, commerce and offices.
6. Reduction of hours of work in coal mines.

In addition to these questions, which came up for the second and final stage of the double-discussion procedure of the Conference, the annual report of the Director of the International Labour Office was very fully dealt with, as was the report of the Committee on Annual Reports by States Members as to the measures taken to give effect to the provisions of Draft Conventions ratified by them.

The unsettled international situation had its effect on the work of the Conference and resolutions were adopted deferring further action on two projects which for years have been striven for by the workers' group, namely, the international establishment of a basic forty-hour week and the reduction of hours of work in coal mines, because of the recognition on the workers' side that it would be futile in results and even dangerous for the Organization to stage a fight for their adoption at a time when the national economies of most member states were being feverishly devoted to re-armament.

Consideration of the other four questions on the agenda, which had come up for the first time at the Twenty-fourth Session in 1938, resulted in the adoption of four Draft Conventions and ten Recommendations as follows:—

Draft Conventions concerning: (1) the regulation of written contracts of employment of indigenous workers; (2) the abolition of penal sanctions for breaches of contracts of employment by indigenous workers; (3) the recruitment, placing and conditions of labour of migrants for employment; and (4) the regulation of hours of work and rest periods in road transport.

Recommendations concerning: (1) vocational training; (2) apprenticeship; (3) the maximum length of written contracts of employment of indigenous workers; (4) labour inspectorates for indigenous workers; (5) the recruitment, placing and conditions of labour of migrants for employment; (6) co-operation between states relating to the recruitment, placing and conditions of labour of migrants for employment; (7) individual control books in road transport; (8) the regulation of night work in road transport; (9) methods of regulating hours of work in road transport; and (10) rest periods of professional drivers of private vehicles.

The Conference also adopted four important resolutions not relating to items on the agenda but which had been submitted by different countries. These dealt with (1) the study of the conditions of ratifications of Draft Conventions by federal states; (2) the methods followed in the various countries in order to encourage the development of the activities of the International Labour Organization; (3) the employment of women; and (4) judicial bodies for the enforcement of labour legislation and the rapid functioning of such bodies.

Canada was represented on the following committees: on the Selection Committee by Mr. Wrong (with Mr. Campbell as his substitute) and Mr. Tallon; on the Committee on Technical Education and Apprenticeship by Mr. Campbell (with Mr. Taylor as his substitute) and Mr. Goldie (substitute, Mr. Nicholls);

on the Committee on Hours of Work in Road Transport by Mr. Wrong (substitutes, Mr. O'Neill and Mr. Bourdon), Mr. Goldie (substitute, Mr. Nicholls) and Mr. Phillips (substitute, workers' member); on the Committee on Migrant Workers (substitute workers' member, Mr. Tallon); and on the Committee on the Application of Conventions (substitutes, Mr. Wrong and Mr. Rive).

SECOND* LABOUR CONFERENCE OF AMERICAN STATES MEMBERS OF THE INTERNATIONAL LABOUR ORGANIZATION

A Labour Conference of the American states which are members of the International Labour Organization was held in Havana, Cuba, from November 21 to December 2, 1939, on invitation of the Government of Cuba, which generously undertook to bear half the cost. This meeting was the first formal activity of the Organization to follow the outbreak of war in September and as such gave notice to the world that the institution had determined not to retreat in the face of crisis.

The number of states represented at the Havana Conference was sixteen, eight of which sent complete tripartite delegations. There were in attendance 27 government delegates, 8 employers' delegates and 9 workers' delegates, making a total of 44 delegates. There were also 65 technical advisers, making a gross total of 109. The countries represented were as follows: Argentina, Bolivia, Brazil, Canada, Chile, Colombia, Cuba, Dominican Republic, Ecuador, Haiti, Mexico, Panama, Peru, United States of America, Uruguay and Venezuela. Observers were sent by Costa Rica, Guatemala and Nicaragua, three former members of the International Labour Organization. Owing to its various interests in America, the British Government also was represented by an observer. The Governing Body of the International Labour Office sent a delegation which included two members from the government group (one from the United States of America and one from Mexico), two from the employers' group (one from Yugoslavia and one from the United States of America) and one from the workers' group (from the United States of America, one from France being unable to attend). The United States of America was the only country to send a woman delegate, although several other states included women among their advisers.

The Canadian delegation consisted of: Dr. W. A. Riddell, Counsellor of the Canadian Legation, Washington, D.C., and former Chairman of the Governing Body of the International Labour Office, who represented the Government of Canada; Mr. H. W. Macdonnell, Secretary of the Industrial Relations Department of the Canadian Manufacturers' Association, Toronto, who represented the employers of Canada; and Mr. Tom Moore, President of the Trades and Labour Congress of Canada, Ottawa, who represented the workers of Canada.

The agenda of the Conference comprised the following items: (1) the Director's Report; (2) examination of the effect given to the resolutions of the First Labour Conference of American States in 1936 at Santiago (particularly as regards the work of women and children and social insurance); and (3) the organization of official institutions dealing with immigration and settlement.

The Conference was formally opened by Mr. Carter Goodrich, Chairman of the Governing Body of the International Labour Office, and the Secretary of Labour of Cuba, Dr. Miguel Portuondo y Domenech, was unanimously elected as its President. Mr. John Winant, Director of the International Labour Office, was elected Secretary-general of the Conference.

Five committees were set up to deal with the work of the Conference, namely: a Selection Committee; a Resolutions Committee; a Committee on Social Insurance; a Committee on Immigration; and a Committee on the Work of Women and Juveniles.

* The first of these American conferences organized under the auspices of the International Labour Organization met in Santiago, Chile, in January, 1936. (See report for fiscal year ending March 31, 1936, pp. 97-98.)

Canada was represented on the Selection Committee by two members, both of whom were elected officers, Dr. W. A. Riddell being chosen President, and Mr. Tom Moore, Vice-president. Dr. Riddell and Mr. H. W. Macdonnell were appointed to the Resolutions Committee, the latter being chosen Vice-president. Mr. Moore was also appointed to the Social Insurance Committee, and served as substitute member on the Resolutions Committee. Mr. Macdonnell was appointed to the Committee on the Work of Women and Juveniles.

Twenty-eight speakers from fourteen countries took part in the discussion of the Director's Report. Mr. Winant, in summing up the discussion on his report, said that the unity of the debate was expressed "in the universal recognition that the well-being of man under a democratic form of government is our primary objective". Support for the Organization was emphasized throughout—support which took the form in some cases of definite pledges to maintain the future work of the Organization and in other cases recognized both the difficulties and the importance of the Organization's continuing to render normal service to neutral nations far removed from the European conflict. As a conclusion to the discussion of the Director's Report, the Conference unanimously adopted the resolution known as "The Declaration of Havana", in which it is set forth that the representatives of the governments, employers and workpeople of the American Continent:—

"Proclaim their unshaken faith in the promotion of international co-operation and in the imperative need for achieving international peace and security by the elimination of war as an instrument of national policy, by the prescription of open, just, and honourable relations between nations, by the firm establishment of the understandings of international law as the actual rule of conduct among governments, and by the maintenance of justice and the scrupulous respect for treaty obligations in the dealings of organized peoples with one another; and

"Pledge the unwavering support of the governments and peoples of the American Continent for the continuance with unimpaired vigour of the efforts of the International Labour Organization to accomplish its high purpose of achieving social justice."

The decisions of the Conference were incorporated in the reports of the different committees above-mentioned. The Report of the Resolutions Committee contained twenty-eight resolutions which were finally adopted unanimously. Mention may be made of those concerning economic co-operation in the Americas, a study of economic democracy, freedom of association, enquiry into the standard of living of workers, and uniform labour legislation and statistics. These resolutions were all addressed to the Governing Body, for its consideration when deciding the agenda of future International Labour Conferences or approving subjects for study and research to be undertaken by the International Labour Office.

The Committee on Social Insurance expressly endorsed the comprehensive resolution which had been adopted at the Santiago Conference in 1936 on the fundamental principles of social insurance as retaining all its validity, and elaborated a series of supplementary principles upon which, in the light of experience during recent years, general agreement had become possible. Among these was a recommendation that industrial accident insurance should be entrusted to social institutions of a non-profit-making nature; another calling for the extension of insurance protection to agricultural workers; and a third broadening the definition of occupational diseases. New insurance principles adopted included one to guarantee the payment of maternity benefits through the machinery of sickness insurance, and a second recommended that provision for aged workers excluded from regular old-age pension insurance should be made from general tax revenues, so as to protect the solvency of the system. A general suggestion that unemployment insurance should be made compulsory was also approved.

The Committee on Immigration agreed that the administration of immigration programs should be thoroughly centralized and laid down the principles on which the organization of national settlement services should be based. The Committee then made an examination of the migration problem in general from the standpoint of possible international action. Outstanding points were the

bases on which an international body for the financing of settlement might be organized, methods of investigating the feasibility of settlement and the technical selection of settlers. It was agreed that after the war migration movements towards the New World were certain to become intensified and that, accordingly, international efforts should be made to organize these movements in the best interests of the countries concerned. The Committee therefore recommended that the Permanent Committee on Migration, proposed by the Conference of Experts on Migration for Settlement in 1938, should begin action as soon as possible.

The Committee on Women Workers and Juvenile Labour drew up a program for maternity protection, as well as a series of recommendations to protect women's wages. The Committee specifically re-endorsed the principle of "equal pay for equal work". Particular mention should also be made of recommendations which would restrict home work, guarantee the employment rights of married women, and establish the principle that the enjoyment of full citizenship rights by women is essential to social progress. On the subject of young workers the Committee developed principles adopted at Santiago and added recommendations of its own, one of which urged the early ratification of the revised Draft Conventions raising the minimum age for employment from 14 to 15 years. Another group of recommendations dealt with the establishment of the fitness of young persons for employment, and a third considered the creation of special services for the protection of young persons inadequately supported. The Committee also approved of stricter regulation of night work, as well as of proposals to regulate street trading and relating to apprenticeship.

During the Conference the hope was expressed by the Mexican Government delegate that a third Labour Conference of American States would meet in Mexico. It was universally assumed that there would inevitably be a third New World meeting of states members of the International Labour Organization, and this fact, perhaps more than any other single point, at once demonstrates the success of regional conferences and the value and vitality of the Organization's work to-day.

SECOND SESSION OF THE PERMANENT AGRICULTURAL COMMITTEE OF THE INTERNATIONAL LABOUR OFFICE

The first session of the Permanent Agricultural Committee of the International Labour Office was held in Geneva in February, 1938, when a series of principles were adopted concerning the regulation of working conditions in agriculture and a desire clearly indicated at the same time that the International Labour Organization should also consider how it could assist in raising the standard of living of the agricultural population as a whole. A second general meeting of the Committee was scheduled to be held in Geneva in September, 1939, but as a result of war conditions in Europe it had to be postponed. It was found possible, however, to hold in Havana, at the same time as the Second Labour Conference of American States, a partial meeting of the members living on the American Continent.

There participated in the conference agricultural experts from eight American countries, namely: Argentina, Brazil, Canada, Chile, Cuba, Mexico, the United States of America and Venezuela. The Department of Agriculture in Washington manifested its interest by sending an observer. Canada was represented by Dr. J. F. Booth, Associate Director of Marketing, Agricultural Economics Branch of the Dominion Department of Agriculture, Ottawa.

The agenda of this meeting comprised two items: (1) the effect of the present situation on the welfare and standard of living of agricultural populations; and (2) the extension of social insurance to the rural populations.

On the first item, the Committee spent the greater part of its sittings in careful examination of the whole question and unanimously agreed as to the wisdom of the International Labour Office in submitting this important problem for international discussion so soon after the outbreak of war.

On the subject of the extension of social insurance to the rural populations, the Committee expressed the belief that the interest of the rural populations in social insurance schemes, which was a development of relatively recent years, would rapidly increase.

The Committee was also united in expressing the hope that governments would pay full attention to the desires for social insurance and assistance schemes which may be brought forward by the rural populations, finding support for the realization of the plans they may establish in the Draft Conventions and Recommendations concerning insurance schemes against various social risks for agricultural workers which were adopted by the International Labour Conference during its sessions of 1921, 1933 and 1937.

On the other hand, the meeting expected the International Labour Office to continue its research on ways and means to facilitate the introduction of social insurance to agricultural workers and to place the results of its studies as soon as possible before the Permanent Agricultural Committee.

THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body of the International Labour Office, which is elected triennially by the International Labour Conference, besides being charged with the general supervision of the International Labour Office and with the preparation of the agenda of the annual Conference of representatives of the member states, decides the measures to be taken to give effect to resolutions of the Conference, appoints advisory and technical committees of experts from different countries on a wide range of subjects and decides what steps should be taken in the light of their conclusions.

Prior to 1934, the Governing Body consisted of twenty-four members, twelve representing governments, six representing employers and six representing workers. In order to meet criticism that this number did not permit of the adequate representation of countries outside Europe, the constitution was amended and the number raised to thirty-two, with a stipulation that six of the government members, two of the employers' members and two of the workers' members must belong to non-European states. Of these thirty-two members, sixteen represent governments, eight represent employers and eight represent workers.

Of the sixteen members representing governments, eight are nominated by the governments of the member states of chief industrial importance, as follows: United States of America, Great Britain, France, India, Japan, Canada, Belgium and the Netherlands. (The latter two countries, as already mentioned, replaced Italy and the U.S.S.R. during the year.) The remaining eight are appointed by states selected for the purpose every three years by the general body of the government delegates at the International Labour Conference representing states other than those of chief industrial importance. The eight employers' representatives and the eight workers' representatives are elected every three years by the employers' and workers' delegates, respectively, at the Conference. The mandate of the present Governing Body expires this year and a new Governing Body will be elected at the next meeting of the International Labour Conference in June, 1940.

It is laid down in the Standing Orders of the Governing Body that its chairman, who must be elected annually, shall be chosen under a system of rotation from European and non-European countries, from states "of chief industrial importance" and from the other states. The Government of Canada

was honoured by having its representative on the Governing Body, who is the Permanent Delegate of Canada to the League of Nations, elected chairman for the year 1936.

Besides being included in the government group of the Governing Body, Canada has a deputy membership in the workers' group through the election at the triennial meeting held in June, 1937, of Mr. P. M. Draper, then President of the Trades and Labour Congress of Canada.

After the emergency of September, 1938, the Governing Body established a committee, known as the Emergency Committee, to (1) prepare plans for adoption by the International Labour Organization in the event of war and (2) to act in the place of the Governing Body itself, since it was unlikely that the whole Governing Body would be able to meet in wartime. This second function therefore became operative on the outbreak of war a year later.

The Emergency Committee consists of representatives of the Governments of the United Kingdom, France, the United States of America and Norway, and the principal members of the employers' and workers' groups in the Governing Body.

This Committee met at Geneva from September 20 to 21, 1939, when it took note of replies which had been received from twenty-eight governments unanimously declaring that the International Labour Organization should endeavour to function as completely as possible during the war. A further meeting was held from October 10 to 12, 1939.

During the fiscal year, the Governing Body, which usually meets quarterly, held two regular meetings prior to the war, the first from April 20 to 22 and the next on June 6, 1939, which were the eighty-seventh and eighty-eighth sessions, respectively. The first full meeting after the war was the eighty-ninth session, from February 3 to 5, 1940. At this meeting the Governing Body decided that the regular session of the International Labour Conference in Geneva would be held in June, 1940, if at all possible.

Standing committees have been set up by the Governing Body of the International Labour Office to advise it on various questions, and the Canadian Government is represented by Mr. H. Hume Wrong, the Permanent Delegate of Canada to the League of Nations resident in Geneva, as a full or deputy member of the Committees on Finance, Standing Orders, Periodical Reports, Cost of Living and Agricultural Work.

In addition to the foregoing committees, which are composed exclusively of members of the Governing Body, various other committees have been set up, membership in which is not confined to the Governing Body itself. Of these, Canada is represented on the following: Mixed Advisory Agricultural; Permanent Agricultural; Management; Public Works; Accident Prevention; Social Insurance; Automatic Coupling; Industrial Hygiene; Workers' Spare Time; Joint Maritime Commission; Women's Work; Statistical Experts; and Unemployment Insurance and Placing.

These committees of experts and specialists are set up in order that the International Labour Organization may always be sure of receiving competent advice for its diverse tasks. Some of them are especially qualified to represent the interests and desires of certain categories of workers, manual or non-manual; others are intended rather to aid the Office in various fields of scientific research.

Owing to the outbreak of hostilities, the following meetings which had been scheduled to meet in Geneva during the autumn of 1939 had to be cancelled: Committee of Statistical Experts; Committee of Experts on Safety in Coal Mines; the Preparatory Technical Conference on Safety in Coal Mines; and the Correspondence Committee on Industrial Hygiene.

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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1941

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OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1941

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PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1941

*To His Excellency Major-General the Right Honourable the Earl of Athlone,
K.G., P.C., G.C.B., G.C.M.G., G.C.V.O., D.S.O., A.D.C., Governor General
and Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1941, all of which is respectfully submitted.

NORMAN A. McLARTY,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1941

To the Hon. NORMAN A. McLARTY,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ending March 31, 1941.

During the year the Department administered the following statutes: Labour Department Act; Conciliation and Labour Act; Industrial Disputes Investigation Act; Government Annuities Act; Employment Offices Co-ordination Act; Technical Education Act; Combines Investigation Act; The Unemployment and Agricultural Assistance Act, 1940; and The Youth Training Act, 1939. The Department also continued to administer the Fair Wages Policy of the Government of Canada, as set forth in Orders in Council passed in 1922, 1924 and 1934 and in The Fair Wages and Hours of Labour Act, 1935, and to carry on the work arising out of Canada's relations with the International Labour Organization.

During the course of the year several special measures were enacted to deal with wartime labour conditions of which the more important are here summarized for convenience. Order in Council P.C. 2685 of June 19, 1940, set forth the principles which should govern the relations between employers and employees in wartime. P.C. 892 of February 7, 1941, amended the Defence of Canada Regulations to make it clear that "loitering" as defined in these Regulations was not intended to include picketing or other lawful trade union activities. P.C. 7440 of December 16, 1940, prescribed for the guidance of boards of conciliation a wartime wages and cost-of-living bonus policy. P.C. 6286 of November 7, 1940, prohibited employers from endeavouring to entice to their service workers already engaged on the production of munitions or war supplies.

To advise the Minister of Labour on matters relating to labour supply the National Labour Supply Council was established by P.C. 2686 of June 19, 1940 and provision for the co-ordination of the activities of the several departments concerned with these matters was made by the establishment of the Inter-departmental Committee on Labour Co-ordination by P.C. 5922 of October 25, 1940. The War Emergency Training Programme was authorized by P.C. 4506 of September 11, 1940, and the Wartime Bureau of Technical Personnel by P.C. 780 of February 12, 1941.

Recognition of the relative manpower needs of industry and the armed services led to the inclusion in the National War Services Regulations, 1940 (Recruits) (Consolidation 1941) of provisions for the postponement of the compulsory military training of men engaged in seasonal occupations and key men in other industries and to the making of arrangements by the Department of National Defence for granting skilled men temporary leave of absence from the Active Army to return to essential industries.

The rehabilitation and re-establishment of men discharged from the armed forces and the broader problems of post-war readjustment were the subject of several special enactments. Following the establishment of a Special Committee of the Cabinet on Demobilization by P.C. 4068½ of December 8, 1939, a General Advisory Committee on Demobilization and Rehabilitation was established by P.C. 5421 of October 8, 1940. The terms of reference of the Special Committee of the Cabinet were extended by P.C. 1218 of February 17, 1941, to include general problems of post-war reconstruction. The first administrative machinery for handling these problems was created, on the recommendation of the General Advisory Committee, by P.C. 6282 of November 27, 1940, which established the Veterans' Welfare Division of the Department of Pensions and National Health. Also on the recommendation of the General Advisory Committee, P.C. 7521 of December 19, 1940, as amended by P.C. 890 of February 5, 1941, provided for the payment of a rehabilitation grant of one month's pay and allowances to men discharged from the armed forces after 183 days' service.

STATISTICAL INFORMATION RELATING TO THE CONDITIONS OF LABOUR

During the fiscal year 1940-41 there was an increase in trade union membership, the greater part of which occurred in the international unions. At the end of the calendar year 1940 there were in Canada 3,268 local unions with a combined membership of 365,544 as reported by the headquarters of the central organizations and independent local units, while at the close of 1939 there were 3,296 local unions with a combined membership of 358,967.

In 1940 the upward movement of wage rates which began in 1934 was more strongly marked than in the previous year. The Department of Labour's index of wages (based on rates in the period 1935 to 1939 as 100) was 108·3 in 1940 as compared with 105·1 in 1939. Advances were greatest during the year in those industries where war conditions increased the demand for labour.

The employment index numbers compiled by the Dominion Bureau of Statistics (based on the 1926 average as 100) rose from 111·9 at April 1, 1940 to 141·3 at the beginning of April, 1941, a rise of 26 per cent.

The new cost-of-living index published by the Dominion Bureau of Statistics (based on average prices in the period 1935 to 1939 as 100) was 108·2 at the beginning of March, 1941 as compared with 104·6 for March, 1940 and 100·8 for August, 1939. The index for the clothing group showed the most pronounced increase although advances were marked in the food, fuel and home furnishings groups. Wholesale prices were declining slightly at the beginning of the fiscal year but advanced gradually from June, 1940 to the end of March, 1941.

The number of strikes and lockouts during 1940 was greater than in the previous year. In 1940 there were 168 disputes involving 60,619 workers and resulting in a time loss of 266,318 working days. For the preceding year there were 122 disputes involving 41,038 workers and resulting in a time loss of 224,588 working days. The number of disputes, the number of workers involved and the time loss was considerably less in 1940 than in 1937, the year of greatest industrial unrest since 1919.

CONCILIATION SERVICE

During the year under review the work of the Conciliation Service of the Department of Labour expanded considerably due to war conditions. There was an increase of approximately 110 per cent in the number of cases handled during the fiscal year 1940-41 compared with the fiscal year 1939-40. The most important cases dealt with by the Conciliation Service under the Conciliation and Labour Act are listed in Chapter II. Satisfactory settlements

were reached in 62 of the 80 disputes listed, and stoppages of work were terminated as a result of departmental mediation in 18 cases. In a number of cases where applications had been made for Boards of Conciliation and Investigation the disputes were settled without the necessity of establishing such boards.

FAIR WAGES POLICY

In its administration of the Government's Fair Wages Policy the Department prepared wage scales and regulations governing conditions of employment for inclusion in all Government contracts for construction work, for the manufacture and overhaul of aircraft and the building and repair of vessels, and for the manufacture of interior fittings, supplies and equipment. The work of administration was greatly augmented during the past year by the large number of contracts placed by the Departments of National Defence and Munitions and Supply in connection with Canada's defence programme.

In order to secure strict enforcement of fair wage schedules in Government contracts, Order in Council P.C. 6801 of November 23, 1940 was passed making the Deputy Minister of Labour responsible for the enforcement of such schedules and outlining a procedure for the investigation and settlement of claims.

To expedite the work of providing accommodation and training facilities for the armed forces, Order in Council P.C. 3947 was passed on August 15, 1940. This Order provided that the eight-hour day and forty-eight-hour week provisions of the Fair Wages and Hours of Labour Act, 1935 should not apply to the construction of building and defence projects at a number of specified places or at such other places as might be designated by the Minister of National Defence.

ADMINISTRATION OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT

Shortly after the outbreak of hostilities in 1939 the scope of the Industrial Disputes Investigation Act was extended to cover disputes between employers and employees engaged in war work. The result has been a marked expansion of proceedings under the statute. During the fiscal year 1940-41 the Department of Labour received 82 applications for the establishment of Boards of Conciliation and Investigation and 40 boards were established. In the previous twenty fiscal years 1920-40 the average number of applications received was 26 and the average number of boards established was 13. In only three cases during the period under review was a cessation of work not averted or ended as a result of board procedure under the statute.

For the guidance of Boards of Conciliation and Investigation, the wartime wages policy of the Government of Canada was set forth in Order in Council P.C. 7440 of December 16, 1940. As an integral part of the economic control in the national war effort, this policy has been prescribed for industries covered by the Industrial Disputes Investigation Act and recommended for all other industries. The policy provides that, except in certain special circumstances, the highest wage rates established between 1926 and 1940 are to be regarded as fair and reasonable; they may be restored, if necessary, and maintained but not increased. At the same time, in order to safeguard workers against increases in the cost of basic necessities, such wage rates may be supplemented by the payment of wartime cost-of-living bonuses.

CANADIAN GOVERNMENT ANNUITIES

During the fiscal year ending March 31, 1941 the total amount of purchase money received was \$18,803,645.27 as compared with \$20,001,533.26 during the previous fiscal year. It should be kept in mind that the first five months of the

earlier of these two fiscal years were prior to the outbreak of the war. The number of contracts issued to individuals and of certificates issued under Group Annuity Contracts (with industrial groups) was 11,994 during the year under review, as compared with 9,014 in the previous fiscal year, the industrial group plans accounting for this increase.

THE EMPLOYMENT SERVICE OF CANADA

The fiscal year ended March 31, 1941 was the twenty-third in which the Employment Service Branch of the Department of Labour co-operated with the provinces, under the provisions of the Employment Offices Co-ordination Act, in maintaining the Employment Service of Canada. Uniform agreements were concluded with all the provincial governments except that of Prince Edward Island and the statutory annual grant of \$150,000 was distributed among the participating provinces in proportion to their expenditures on public employment office administration and operation. The total number of placements reported by the offices of the Employment Service was the highest recorded for any year since the passing of the Employment Offices Co-ordination Act in 1918 and was almost 135,000 more than the figure for the fiscal year 1939-40.

Under The Unemployment Insurance Act, 1940 the Dominion Government will operate a national system of public employment offices as a part of the administrative establishment to apply the Unemployment Insurance Scheme. This Act provides that the Employment Offices Co-ordination Act may be repealed by Proclamation and the Minister of Labour has requested the provincial governments to prepare to close out their public employment offices at the time the new Dominion employment offices are ready to operate. Most of the provinces have indicated they will withdraw from the public employment office field when this time arrives. The Employment Offices Co-ordination Act will not be repealed until the local offices of the Unemployment Insurance Commission are prepared to offer their services to the public.

THE UNEMPLOYMENT INSURANCE ACT, 1940

The Report of the Department of Labour for the fiscal year ending March 31, 1938 outlined measures that were being taken toward the establishment of a national system of unemployment insurance following the decision of the Judicial Committee of the Privy Council declaring The Employment and Social Insurance Act, 1935, to be *ultra vires* of the Parliament of Canada. These measures included negotiations with the provincial governments to ascertain their views on a proposed amendment to the British North America Act empowering the Parliament of Canada to enact unemployment insurance legislation; formation of an interdepartmental committee to assist in drafting the proposed legislation; and an arrangement with the International Labour Office whereby the services of one of their staff, Mr. D. Christie Tait, an authority in this field, were made available to the Government for consultation.

The co-operation of the provinces having been obtained, the British North America Act was amended, and on August 7, 1940 a bill for an insurance scheme received Royal Assent under the title The Unemployment Insurance Act, 1940. This Act provides for the establishment of a Commission to administer Unemployment Insurance throughout the Dominion and for the setting up of an Employment Service and other related matters.

With certain exceptions the Act provides for the insurance against unemployment of employed persons earning not more than \$2,000 per annum. Workers in agriculture, forestry, fishing, lumbering, logging, transportation by air or water, private domestic service, stevedoring and persons engaged in certain

other types of work are not covered by the plan. The cost of the scheme is met by contributions levied on insured persons and their employers supplemented by a Dominion Government grant of one-fifth of the aggregate contributions made by employers and employees. The Dominion bears the full cost of administration. Insured persons are classified in several wage classes according to the amount of their weekly earnings and contributions and benefits are graded according to the wage group.

Provision is made for the establishment of courts of referees to handle claims and for the appointment of inspectors to determine whether employers and others concerned are complying with the Act. The Commission is advised and assisted by an Advisory Committee composed of a chairman and from four to six other members appointed by the Governor in Council. The Act also provides for the establishment of a National Employment Service with regional divisions and local offices. The regional offices are to be employed as clearing houses for vacancies and applications for employment.

On September 23, 1940 the personnel of the Unemployment Insurance Commission was announced: Dr. Joseph Sirois appointed as Chairman; Mr. R. J. Tallon appointed after consultation with organizations representative of workers; and Mr. Allan Monroe Mitchell appointed after consultation with organizations representative of employers. Since the death of Dr. Sirois on January 17, 1941, Mr. Arthur MacNamara, Associate Deputy Minister of Labour, has acted as Chairman.

ADMINISTRATION OF THE COMBINES INVESTIGATION ACT

Wartime conditions increased the number of investigations and accompanying court proceedings conducted under the Combines Investigation Act. The work of the Commissioner in maintaining competitive selling conditions was of very considerable assistance in checking unjustified price advances. Inquiries were made both on complaints from the public and in collaboration with wartime agencies such as the Wartime Prices and Trade Board to prevent unnecessary price increases. Court proceedings were in progress or completed during the year in connection with three important investigations: an investigation into an alleged combine of shipping container manufacturers; an investigation into an alleged combine of fruit and vegetable distributors; and an investigation into an alleged combine of tobacco manufacturers and wholesalers.

RELIEF

During the past year the Government continued its policy of supporting the provinces in their efforts to alleviate unemployment conditions and agricultural distress and of granting them financial assistance for this purpose. The Dominion disbursements for the fiscal year 1940-41 in respect to the projects authorized under the Unemployment and Agricultural Assistance Act, 1940 amounted to \$10,897,815. Loans to the provinces (Saskatchewan and British Columbia) during the same period totalled \$1,217,890.

Agreements were entered into with the provinces providing for a Dominion contribution towards the cost of direct relief (food, fuel, clothing and shelter) and Dominion disbursements in this connection amounted to \$9,813,123 for the fiscal year. Other agreements were made with certain of the provinces for the placing of unemployed necessitous persons in employment on farms, for the retraining and rehabilitating of certain unemployed persons who were over the established youth training age, and for the training of single unemployed men in forestry projects. Assistance to the provinces was continued in respect to relief settlement. Certain other measures coming under the provisions of the

Unemployment and Agricultural Assistance Act were administered by the Department of Agriculture and the Department of Mines and Resources.

NATIONAL REGISTRATION OF UNEMPLOYED RELIEF RECIPIENTS

The national registration and classification of persons receiving direct relief throughout Canada was initiated by the National Employment Commission in September, 1936. The Department of Labour, through its National Registration Branch, has carried on this work since the Commission ceased to exist at February 1, 1938. Chapter IX provides a résumé of the numbers on relief during the fiscal year.

TRAINING PROGRAM

On March 31, 1941 the Dominion-Provincial Youth Training Program completed its fourth year of operation. Under the agreements with the provinces projects were carried on for both urban and rural young people between the ages of 16 and 30 who were not gainfully employed and whose families were not in a position to pay for the cost of the training.

During the year the Dominion Government, in co-operation with the provinces, instituted a program of specialized courses to train skilled and semi-skilled workers for war industries and the armed forces. This program was authorized by Order in Council P.C. 4506 of September 11, 1940 which was drawn up after consultation between the Dominion and the provinces. This Order allows the Dominion to assume the full cost of the training with the exception of administration expenses, and eliminates the restrictions of the Youth Training Act with respect to the age limit of trainees. As a result of recommendations made by the Interdepartmental Committee on Labour Co-ordination on December 28, 1940 the program was revised and expanded.

INTERNATIONAL LABOUR ORGANIZATION

By the summer of 1940 the war in Europe had made it extremely difficult for the International Labour Office to operate from its headquarters in Geneva. In August the Government of Canada expressed its willingness that this organization should transfer temporarily to Canada the staff necessary to carry on its essential work. The central services of the Office are now carried on from Montreal by a staff of some fifty persons in offices provided by McGill University. A small staff remains in Geneva and the branch offices and correspondents carry on their work as hitherto.

The Twenty-sixth Session of the International Labour Conference which was to have been held in June, 1940 was postponed and no session was held during the period under review. It is hoped that both a Session of the Conference and a meeting of the Governing Body will be held before the end of 1941.

The International Labour Office has assisted the Government of Canada in various ways, especially in respect to problems arising out of the war.

SPECIAL AGENCIES DEALING WITH LABOUR SUPPLY

On May 25, 1940 the Minister of Labour appointed an interdepartmental Labour Supply Committee to facilitate the supply of skilled labour necessary for Canada's wartime production program. After surveying the industrial situation the Committee recommended the establishment of a national council composed of an impartial chairman and representatives of labour and management to advise upon matters relating to labour supply. Representatives of

labour also recommended the formation of such an advisory body at a conference with the Prime Minister and members of his Cabinet on June 13. Accordingly, on June 19, 1940 the National Labour Supply Council was established by Order in Council P.C. 2686 to advise on any matters touching labour supply for industry.

The Interdepartmental Committee on Labour Co-ordination was established October 25, 1940 by Order in Council P.C. 5922 on the recommendation of the National Labour Supply Council. This Committee co-ordinates the work of all Government agencies with respect to matters affecting labour and works in close co-operation with the National Labour Supply Council.

To meet the problem of supplying the scientific and technical personnel needed for the accelerated program of war production the Wartime Bureau of Technical Personnel was created by Order in Council P.C. 780 dated February 12, 1941. This body was established on the recommendation of the Interdepartmental Committee on Labour Co-ordination and it functions as an agency reporting to the Committee. Its duties are to recruit and place technical personnel in the war industries.

I have the honour to be, Sir,
Your obedient servant,

BRYCE M. STEWART,
Deputy Minister of Labour.

APRIL 6, 1941.

I. LABOUR DEPARTMENT ACT

The Department of Labour operates under the authority of the Labour Department Act (Chapter 111 of the Revised Statutes of Canada, 1927). Section 4 of this statute provides that:—

With a view to the dissemination of accurate statistical and other information relating to the conditions of labour, the Minister shall collect, digest, and publish in suitable form statistical and other information relating to the conditions of labour, shall institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue at least once in every month a publication to be known as the *Labour Gazette*, which shall contain information regarding conditions of the labour market and kindred subjects, and shall be distributed or procurable in accordance with terms and conditions in that behalf prescribed by the Minister.

In accordance with this provision a labour information service has been maintained by the Department since its establishment in 1900.

THE LABOUR GAZETTE

The *Labour Gazette* has been issued monthly in English and French since September, 1900, its publication being one of the original functions of the Department of Labour, prescribed by Section 10 of the Conciliation Act of 1900 (now Section 4 of the Labour Department Act).

Maintaining a continuous record of labour legislation, employment and unemployment, wages and hours of labour, trends in prices and the cost of living, industrial disputes, activities of labour organizations, industrial relations programs, etc., the *Labour Gazette* has reflected the industrial, social and economic conditions prevailing in Canada during the last forty-one years.

One of the particular functions of the Department is the promotion of industrial harmony, and prominence is therefore given in the *Labour Gazette* to proceedings under the Industrial Disputes Investigation Act and the Conciliation and Labour Act. Under the former, reports of Boards of Conciliation and Investigation are published in accordance with the requirements of the statute, and under the latter, summaries are given of the more important cases dealt with by the Department's conciliation service.

Information is also given concerning the administration of the Fair Wages Policy of the Government of Canada, the Employment Offices Co-ordination Act, the Combines Investigation Act, the Government Annuities Act, the Technical Education Act, unemployment relief legislation, the Youth Training Act and the Unemployment Insurance Act.

Included in the statistical information published in the *Labour Gazette* is a monthly record of strikes and lockouts in Canada and in other countries. There is also published each month a statistical analysis of prices, wholesale and retail, in Canada, indicating trends in the cost of living and showing the prices of staple articles together with index numbers of price movements over a period of years, similar statistics compiled from records in other countries being given for purposes of comparison. Periodical statements and tables appear indicating the trend of employment and the extent of unemployment in Canada and in the various provinces and municipalities. Statistical information on changes in wages and hours of labour is presented from time to time in special articles. Administrative activities under existing Dominion and provincial Acts relating

to labour, together with legal decisions affecting labour, are also covered regularly in the *Labour Gazette*. The conventions and other activities of trade unions are described, with particular reference to legislative proposals put forward by organized labour. Reference is also made to the activities of employers' organizations in the field of industrial relations and to the progress of the movement for the prevention of industrial accidents.

Prior to the war, the activities of the International Labour Organization were reported in each issue. The war suspended some of the work of the Organization, but since the temporary establishment of the International Labour Office in Montreal operations have been conducted on a reduced scale and have been noted from time to time in the *Labour Gazette*.

Since the outbreak of the war in September, 1939, a monthly record has been maintained in the *Labour Gazette* of the activities of the Wartime Prices and Trade Board, and also of the effect of the war on labour standards and social legislation in the various belligerent countries.

A special section in each issue records the progress being made under the War Emergency Training Program. With the commencement of contributions, on July 1, 1941, to the Unemployment Insurance fund, under the Unemployment Insurance Act, a regular section in the *Labour Gazette* was established dealing with the work of the Unemployment Insurance Commission. The activities of the newly established Industrial Disputes Inquiry Commission are also reviewed periodically in the *Labour Gazette*.

The average monthly distribution of the *Labour Gazette* during the calendar year 1940 was 11,292 (9,306 English and 1,986 French), a decrease of 395 copies compared with the average monthly distribution in 1939. The average monthly paid circulation was 5,669 copies, of which 4,691 were of the English and 978 of the French edition. A nominal subscription of 20 cents a year is charged, the purpose of the subscription being to keep the distribution within the limits of actual demand, rather than to meet the cost of production. In addition to the paid circulation, the *Labour Gazette* is issued gratuitously to certain public bodies and institutions, as well as to persons who from time to time supply information required by the Department. The average monthly distribution of complimentary copies was 5,623, of which 4,615 were of the English and 1,008 of the French edition. At the close of each year a limited number of volumes are bound, with a classified index, and sold to subscribers at \$2 a volume.

STATISTICAL BRANCH

Statistical and other information as to strikes and lockouts, changes in prices and the cost of living, wages and hours of labour, industrial agreements and industrial accidents is collected and compiled by the Statistical Branch of the Department and published in the *Labour Gazette* or in special supplements thereto. The information as to wages is used also in connection with the administration of the Fair Wages Policy of the Dominion Government and for determination of wages for certain classes of Dominion Government employees on prevailing rates under the Civil Service Act, data being furnished to the various departments for this purpose as required. The information collected and compiled is further used in connection with the settlement of industrial disputes and negotiations for agreements as to wages and working conditions not only by conciliation officers of the Department and by Boards of Conciliation and Investigation under the Industrial Disputes Investigation Act, but also by employers and employees, who secure on request, regularly or from time to time, special compilations for this purpose. The Department also receives numerous requests for such information from persons interested in the establishment or development of industries and from those engaged in the study of labour and social problems.

Since the establishment in 1918 of the Dominion Bureau of Statistics, in accordance with the provisions of the Statistics Act (Chapter 190 of the Revised Statutes of Canada, 1927) the Department of Labour has co-operated with the Dominion Statistician in collecting and publishing the aforementioned statistics in close association with statistics of general economic and social conditions as organized in the Dominion Bureau of Statistics.

STRIKES AND LOCKOUTS

A record of strikes and lockouts has been published each month since November, 1900, in the *Labour Gazette*. A review, with a statistical analysis for each calendar year, is published in the February or March issue in the year following. A strike or lockout, included as such in the record, is a cessation of work involving six or more employees for at least one working day or causing a time loss of at least ten man working days. The statistical compilation includes only workers directly affected, that is, those on strike or locked out, but the employees indirectly involved, that is, unable to work because of the stoppage, are shown in footnotes where the number is important. A separate record of minor disputes is maintained. The number of these is usually small, 15 being reported during 1940, involving 338 employees and causing time loss of 98 men working days.

Information as to the occurrence of strikes or lockouts is secured through newspapers, from correspondents of the *Labour Gazette*, from the officers of the Department in touch with disputes and negotiations, from labour organizations or other representatives of workers involved and from employers concerned. A statement as to each dispute showing causes, dates, result, etc., is secured, if possible, from the representatives of each party.

The number of strikes and lockouts in Canada during 1940 was greater than in the previous year, 168 as compared with 122. The number of workers involved in 1940 was nearly 50 per cent greater than in 1939, there being 60,619 in 1940 as compared with 41,038 in the previous year. The time loss was 266,318 man working days in 1940 as compared with 224,588 for 1939. The number of disputes in 1940, while much smaller than in 1937 when labour disputes were more serious and widespread than at any time since 1919, was greater than in any year since 1921 with the exception of 1934. The number of workers involved was greater than in any year since 1920 with the exception of 1937 when the number was about 20 per cent greater than during the year under review. The total time loss in man working days while greater than in either of the two preceding years was less than in any of the five years prior to 1938 and was less than one-third that of 1937. More than one-half of the time loss during the year was in manufacturing industries mainly in textile and clothing factories while disputes in coal mining, 65 in number caused about one-quarter of the total time loss.

The most important disputes during 1940 involved silk factory workers at Drummondville, P.Q., from May to June to secure union recognition and improvements in working conditions. Other important disputes involved cotton factory workers at Milltown, N.B. during March and April; dressmakers in Montreal in April; seamen on the Great Lakes and St. Lawrence in April; and salmon fishermen in British Columbia in July.

The predominant cause of disputes, as in most of the years in the past, was the demand for increases in wages. These, 49 in number, caused time loss of 55,614 days, while there were 43 other disputes over causes affecting hours, wages and working conditions. Measured in time loss, however the most important cause of disputes was recognition of union, which led to 19 disputes, involving 9,647 workers with time loss of 100,696 days.

Nearly sixty per cent of workers in all disputes were partially successful, nearly nine per cent were successful while nearly thirty per cent were involved in disputes which terminated in favour of employers.

Seventy-one disputes occurred in Nova Scotia out of a total of 168 for the whole of Canada. These were nearly all in coal mines and were of brief duration. They involved slightly more than one-half the total number of workers and caused about one-quarter of the time loss. In Ontario, there were 51 disputes involving about one-sixth of the total number of workers and causing about 16 per cent of the time loss. In Quebec there were 23 disputes involving 14 per cent of the total number of workers and causing 40 per cent of the time loss. In New Brunswick there were four disputes and most of the time loss, amounting to six per cent of the total, was due to one strike of cotton factory workers. In British Columbia there were five disputes, causing six per cent of the total time loss which resulted chiefly from a strike involving salmon fishermen. In the other provinces the numbers of disputes and the time loss were small. The only interprovincial strike involved seamen on the Great Lakes and St. Lawrence River.

Fifty-nine of the 168 disputes were settled by negotiations between the parties involved and 49 by return of workers, in most cases on the employers' terms but in 17 cases pending negotiations. The number settled by conciliation was 38, of which 11 were in mining, 10 in clothing, textile and leather factories, and 6 in metal manufacturing. Fourteen disputes were recorded as settled by replacement of workers. Two disputes were unterminated at the end of the year and in one dispute the method of settlement was indefinite.

Information as to strikes and lockouts in other countries is given in the *Labour Gazette* each month and also in the annual review of strikes and lockouts for each calendar year, which appears early in the following year. The review of 1940 appeared in the *Labour Gazette* for March, 1941, with later information in subsequent issues. For many countries complete information is not available until some time later, in some cases not for two or three years. In Great Britain and Northern Ireland the revised figures recorded 922 strikes as beginning during 1940, which involved 299,400 workers and resulted in a time loss of 940,000 man working days which figures are somewhat less than for 1939. In the United States of America 2,508 strikes are recorded as beginning during 1940 involving 576,988 workers and resulting in a time loss of 6,700,872 man working days. While the number of strikes beginning during 1940 in the United States was only slightly smaller than in the previous year, the other figures were less than half as large. In times of national emergency many countries restrict the right to strike or do not publish or allow to be published details of industrial disputes.

WAGES AND HOURS OF LABOUR

Information as to wages and hours of labour is secured annually by the Department from employers and from labour organizations, and from time to time in connection with strikes and lockouts; arbitration, conciliation and mediation in industrial disputes; proceedings under the Industrial Disputes Investigation Act; preparation of fair wages schedules, etc. Each year representative employers in various industries are requested to fill in forms with data showing the wages of the principal classes of labour in their employ, hours of work per day and per week, rates of pay for overtime work, Sundays and holidays, and other conditions of employment, such as bonus payments, profit sharing, old age pensions or other welfare plans, annual vacation and sick leave with pay, and to furnish information as to collective agreements. Labour organizations are requested to furnish data as to wages, hours of labour and other working conditions and also copies of agreements, with employers or schedules of wages and working conditions in force. Officers of the Department,

and *Labour Gazette* correspondents resident in the principal industrial centres assist in the collection of these reports and related information. Since its establishment the Department has collected, so far as possible, on their consummation, copies of collective agreements between employers and labour organizations or other representatives of labour and has printed or summarized them in the *Labour Gazette*. Files of these are maintained for reference.

Tables of rates of wages and hours of labour for the principal classes of workers in various industries are compiled from the information secured and are published in a supplement to the *Labour Gazette* early in the year. These tables show rates for the calendar year just ended, with comparative figures for preceding years.

The supplement to the *Labour Gazette* for April, 1941, Report No. 24 in the series on Wages and Hours of Labour, contained figures for 1929, 1939 and 1940, and also for certain years back to 1920 in the case of building trades, metal trades, printing trades, electric railways and steam railways. There are two tables of index numbers in this year's report: the first is a continuation of that which has appeared annually in these reports since 1921 on the base (1913=100); the second is the same data converted to the base (1935-39=100) and four new industrial groups. These tables of index numbers of rates of wages show changes in a number of trades and industries from 1901 to 1940, and for certain other industries from 1911, 1913 and 1920 to 1940. In both tables the group numbers are weighted by the approximate number of employees in each group. An appendix on wages and hours of labour under provincial legislation and on Dominion Government contracts contained data as to minimum wage rates and maximum hours of labour established by provincial boards and commissions and also as to wage rates and hours of labour specified in collective agreements in various industries and districts, made obligatory for all employers and workers in such industries and districts under the Quebec Collective Agreement Act, 1940, and similar statutes in Quebec since 1934, and under the Industrial Standards Acts of the Provinces of Ontario and Alberta, 1935, Nova Scotia, 1936, Saskatchewan, 1937, under Part II of Manitoba Fair Wage Act, 1938, and under the Industrial Standards Act of New Brunswick, 1939. Other appendices contained summary tables of figures collected and published by the Dominion Bureau of Statistics as to wages in agriculture, secured through crop correspondents, and as to average earnings of employees on steam railways and in coal mines, with figures as to average numbers of employees and time worked during 1939 and certain preceding years.

The upward movement in wage rates in progress since 1934 was more pronounced in 1940 than in the previous year. The average index number for all groups (based on rates in 1935-1939=100) was 108.3 in 1940 as compared with 105.1 in 1939, 104.7 in 1938, 101.8 in 1937, 95.0 in 1936, 93.3 in 1935, 90.9 in 1934, 89.7 in 1933, 94.7 in 1932, 101.6 in 1931 and 104.7 in 1930. For the various groups of trades and industries included in the calculation the index numbers for 1940 were as follows: building trades, 105.7; metal trades, 109.3; printing trades, 103.6; electric railways, 105.6; steam railways, 105.0; coal mining, 104.0; common factory labour, 109.5; miscellaneous factory trades, 110.6; logging and sawmilling, 112.0; metal mining, 103.5; steamships, 115.5; laundries, 103.1; and telephone employees, 104.1. The average increase was over three per cent reflecting the greater activity resulting from war orders and some adjustments as a result of increases in the cost of living.

The index numbers by industry show average increases for the year of about $4\frac{1}{2}$ per cent in manufacturing, $3\frac{1}{2}$ per cent for common labour in factories, 3 per cent for electric railways, $2\frac{1}{2}$ per cent for building trades and one per cent in coal mining. Steam railway employees' rates were unchanged. In the new groups percentage increases occurred as follows: metal mining 0.7, steamships 5.0, laundries 1.4 and telephone employees 1.0 per cent. In manufacturing, all industries included show wage increases in 1940 except cigar

manufacturing. The largest advances were recorded in those industries where the demand for labour was increased under war conditions.

PRICES AND COST OF LIVING

A new official index number of the cost of living in Canada, on the base of average prices in the period 1935 to 1939 as 100, was published by the Dominion Bureau of Statistics in September 1940. A short description of the index with summary tables was given in the *Labour Gazette* for October, 1940, in a special article and a more detailed description in a supplement to the *Labour Gazette* for March, 1941, *Prices in Canada and Other Countries, 1940*. The new index has appeared in the *Labour Gazette* each month since October 1940. It replaces that on the base of prices in 1926 as 100 formerly published by the Dominion Bureau of Statistics and that published by the Department of Labour on the base 1913 as 100. Publication of the table showing the cost per week of a list of staple foods, fuel and lighting, and rent, entering into a family budget appearing monthly since 1914, was discontinued also.

Publication each month in the *Labour Gazette* of a table of retail prices of staple foods, fuel and lighting, and rentals of workingmen's houses in the industrial centres throughout Canada which was commenced in 1910 has been continued since that time. Since 1920 the figures have been the average in each city of those secured by the Dominion Bureau of Statistics from representative butchers, grocers, dairies, etc., supplemented by information secured by *Labour Gazette* correspondents, particularly as to milk, bread, fuel, and rent. The localities covered have been chiefly those with a population of 10,000 and over.

The *Labour Gazette* has also contained each month summary tables of index numbers of wholesale prices of the principal groups of commodities, compiled and published by the Dominion Bureau of Statistics. Tables of index numbers of prices, wholesale and retail, in the principal industrial countries throughout the world for which such figures are available have been published quarterly, with an account each month of any important changes in prices. As a result of war conditions no information is now available for certain countries for which the figures were formerly included in the tables.

The cost of living survey forming the basis of the new index number covered the expenditure of 1,439 families of wage earners and low salaried workers with earnings between \$450 and \$2,500 in the year ended September, 1938, except in the case of foods for which group, the budget quantities were computed from weekly records of expenditure secured at certain times in 1938 and 1939. The average expenditure was \$1,453.90 divided as follows: Food (31.3 per cent) \$443; Shelter (19.1 per cent) \$269.50; Fuel and Light (6.4 per cent) \$90.50; Clothing (11.7 per cent) \$165.80; Home Furnishings (8.9 per cent) \$125.70; Miscellaneous (22.6 per cent) \$319.40, including Health (4.3 per cent) \$60.80, Personal Care (1.7 per cent) \$23.90, Transportation (5.6 per cent) \$79.30, Recreation (5.8 per cent) \$82.10, Life Insurance (5.2 per cent) \$73.30. Other expenditure not directly represented in the index was \$40.

Field agents of the Dominion Bureau of Statistics visited typical families of workers in Halifax, Charlottetown, Saint John, Quebec, Montreal, Ottawa, Toronto, London, Winnipeg, Saskatoon, Edmonton and Vancouver.

A survey of this kind had been urged upon the Government by Labour and other organizations and it was in conformity with a recommendation of the Conference of British Commonwealth Statisticians, held at Ottawa in 1935. This action was also in accordance with a resolution of a Conference of Official Labour Statisticians called by the International Labour Office at Geneva in 1925.

The index number was constructed to measure changes in the cost of maintaining a constant budget by calculating the cost in terms of the prices at the

beginning of each month of a list of commodities and services using quantities for each item proportionate to the average annual consumption per family ascertained in the cost of living survey. For each group of commodities the list includes a number of representative staple articles in common use for which reliable and comparative prices can be obtained regularly. Goods which are not available every month cannot be included in a calculation designed to show monthly changes. Some lines of seasonal goods were therefore necessarily excluded.

In selecting a base period the Dominion Bureau of Statistics had to consider also the other indexes constructed in the Bureau, employment, industrial production, carloadings, etc. For these series as well as for prices it was considered that the years 1935 to 1939 would provide the best reference level, being representative of prewar conditions, and at the same time give a level for comparison with average conditions following the depression. This period was also selected by the United States Central Statistical Board for the calculation of index numbers for the United States.

The cost of living as measured by this index number moved gradually upward during the fiscal year ended March, 1941, continuing the movement which commenced after the outbreak of war. The index at the beginning of March 1941 was 108.2, as compared with 104.6 for March 1940, and 100.8 for August 1939. The level at the beginning of March, 1941, therefore, was 7.3 per cent higher than for August, 1939. It was 14.6 per cent higher than in 1933, but was 10.1 per cent lower than in 1929.

The index for the food group was 109.0 for March 1941, 104.8 for March 1940, and 99.3 for August 1939. The increase since the outbreak of war therefore, was 9.7 per cent. For the fuel group the index was 108.9 for March, 1941, 105.7 for March, 1940, and 99.0 for August, 1939, the increase for the war period being 10 per cent. The clothing group advanced from 100.1 for August, 1939, to 107.8 for March, 1940, and 114.2 for March, 1941, a total increase of 14.1 per cent. Changes in other groups since the outbreak of war down to March, 1941, were home furnishings 10.6 per cent, rent 3.8 per cent and miscellaneous 1.6 per cent.

In wholesale prices the index number calculated by the Dominion Bureau of Statistics and based upon prices in 1926 as 100 advanced gradually from June 1940 to the end of the fiscal year in March 1941. This movement followed a slight decline during the preceding four months. Comparative figures are 85.9 for March, 1941, 81.6 for June, 1940, 83.2 for March, 1940, and 72.3 for August 1939. The increase since the outbreak of war down to March, 1941, was 18.8 per cent. In the same period the index of consumers' goods advanced from 72.8 to 86.2 or 18.4 per cent while the index of producers' goods advanced from 66.7 to 81.3 or 21.9 per cent. An index of Canadian farm products advanced 18.3 per cent, the figures being 58.4 for August, 1939, and 69.1 for March, 1941.

FATAL INDUSTRIAL ACCIDENTS

During 1940 the Department continued its record of fatalities from accidents to workers during the course of their employment or arising out of it or resulting from industrial diseases. Figures as to such fatalities, with information as to causes, were published quarterly in the *Labour Gazette*, and a summary for the calendar year, together with a statistical analysis, appeared in the issue for March, 1941. As in previous years, information was secured from the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., and from *Labour Gazette* correspondents and newspapers. Supplementary lists showing fatalities reported too late for inclusion in previous lists were also given.

During 1940 the number of fatalities reported (preliminary figure) was 1,144, as compared with the corresponding preliminary figure of 1,031 for 1939, the final figure for 1939, after revision from later reports, being 1,070. The three most serious accidents during the year occurred when two freighters and a tug boat sank during storms. That involving the greatest loss of life occurred on Lake Michigan on November 12 when a grain boat sank and all 21 members of the crew were drowned. On the same day a tug boat sank in the Beauharnois Canal with a loss of nine lives. On November 26, 12 members of the crew were drowned when a freighter sank in a storm on the Atlantic Ocean. Six pulp mill workers lost their lives when a conveyer collapsed during a fire at Edmundston, N.B., on June 3. Six loggers were killed by a train striking a truck on which they were returning to camp near Rimouski, Quebec, on November 25. Four loggers were drowned when a boat was wrecked in a storm, near Zeballos, B.C. on August 11. Four labourers engaged on the construction of a dam near Cedars, Quebec, were drowned on August 30 when a rowboat capsized. There were seven other accidents each of which caused the deaths of three men. In four of these the victims were drowned.

The industry in which the greatest number of fatalities was recorded, 20 per cent of the total, was in transportation and public utilities, there being 228, which was a substantial increase as compared with the 181 fatalities recorded for this industry in 1939. Most of the increase was in water transportation 88 fatalities in 1940 and 54 in 1939. On steam railways there were 78 fatal accidents in 1940 and on local and highway transportation 42. In the logging industry there was also an appreciable increase there being 164 fatalities as compared with 148 in 1939. Though there were a relatively small number employed in this industry it occupied second place along with construction in the total number of fatalities. In the latter industry 81 of the fatalities were on buildings and structures and 35 on highway and bridge construction. In mining there were 160 deaths by accident, 103 being in metal mining and 37 in coal mining. In manufacturing there were 137 in 1940 as compared with 110 in 1939. Of the fatalities in this industry in 1940, 34 were in saw and planing mills, 30 in iron and steel plants, 13 in the manufacture of non-metallic mineral products and 10 in the manufacture of textiles and clothing. In agriculture there were 125 deaths by accident, in Service 59, in trade 49, fishing and trapping 32, and in electric light and power 25.

An analysis of fatal industrial accidents according to causes shows the largest number, 375, under the category "moving trains, vehicles, etc." Of these 126 were in connection with "automobiles and other power vehicles and implements"; 98 in connection with watercraft; and 94 were accidents to persons struck or run over by, or crushed by, or between cars and engines. Two hundred and three fatalities resulted from falls of persons, including 60 falling into pits, shafts, harbours, rivers, etc. and 57 falling from elevations. Fatalities numbering 191 were caused by falling objects 67 of these being caused by falling trees and limbs, and 53 by objects falling in mines and quarries. "Dangerous substances" caused 138 fatalities, electric current causing 40, explosive substances 26, hot and inflammable substances and flames 24, and conflagrations 20 fatalities.

The classification of fatal accidents according to provinces shows 406 in Ontario, 271 in Quebec, 208 in British Columbia, 83 in Nova Scotia, 50 in Alberta, 46 in Manitoba, 39 in Saskatchewan, 32 in New Brunswick, seven in Prince Edward Island and two in the Yukon and Northwest Territories.

LABOUR INTELLIGENCE BRANCH

The annual report on Labour Organization in Canada and the report on Organization in Industry, Commerce and the Professions in Canada are both prepared in the Labour Intelligence Branch of the Department. In addition,

summaries of convention proceedings of the larger labour organizations in Canada and the United States of America are prepared for publication in the *Labour Gazette* and correspondence is conducted in connection with trade union activities and other related work. Subscription lists of the *Labour Gazette* are kept in this branch as well as the accounts of this and other publications which are issued by the Department and for which a charge is made. A detailed monthly statement of the revenue from this source is prepared and forwarded to the Auditor General and the moneys received are deposited in the Bank of Canada. Daily information obtained from the leading newspapers in Canada, as well as from certain British, Australian and United States papers, is supplied to the various branches of the Department by a clipping bureau maintained in the branch. Additional information is obtained from the large number of labour papers and trade union journals received in the Department. The latter are indexed and filed, and those retained for reference purposes are bound.

LABOUR ORGANIZATION IN CANADA

The thirtieth annual report on Labour Organization in Canada, which covers the calendar year, 1940, contains information, including statistical tables, relating to the various organizations of wage-earners in Canada, their membership, benefits and publications, together with brief historical accounts of the principal Federations of trade unionists in Canada.

According to the report, labour organizations are divided into two main groups, namely, international and Canadian. The international group is composed chiefly of those organizations directly affiliated with the American Federation of Labor and the Congress of Industrial Organizations, as well as the independent railroad brotherhoods in train and engine service. At the close of 1940, there were 95 international organizations with locals or members in Canada.

The second, or Canadian group, may be sub-divided according to affiliation, as follows: the Trades and Labour Congress of Canada, organized in Toronto in 1873; the Canadian Congress of Labour, formerly the All-Canadian Congress of Labour, established in Montreal in 1927; the Canadian Federation of Labour formed in Winnipeg in 1936; the Confederation of Catholic Workers of Canada, organized in Hull in 1921; and the various other central bodies and independent units.

In the international group, at the close of 1940, there were 95 organizations, having 2,078 local branches, a loss of 13, as compared with the year 1939, with a combined membership of 226,969, a gain of 10,308.

The Canadian central organizations, exclusive of the National Catholic unions, had a combined reported membership of 69,934, in 825 local branch unions, a loss of 2,479 members but a gain of 10 branches. The Confederation of Catholic Workers of Canada and independent National Catholic unions reported a combined membership of 47,614, a loss of 2,859. The number of syndicates and study circles was 277, a loss of 28.

There were 88 independent local units, a gain of 3, the membership reported by 78 being 21,027, a gain of 1,607 as compared with the 19,420 reported by 74 units in 1939.

The trade union membership and the total number of local branches of all classes of organized labour bodies in Canada, as reported to the Department for the past thirty years, have been as follows:—

Year	Branches	Member- ship	Year	Branches	Member- ship
1911.....	1,741	133,132	1926.....	2,515	274,604
1912.....	1,883	160,120	1927.....	2,604	290,282
1913.....	2,017	175,799	1928.....	2,653	300,602
1914.....	2,003	166,163	1929.....	2,778	319,476
1915.....	1,883	143,343	1930.....	2,809	322,449
1916.....	1,842	160,407	1931.....	2,772	310,544
1917.....	1,974	204,630	1932.....	2,725	283,576
1918.....	2,274	248,887	1933.....	2,707	286,220
1919.....	2,847	378,047	1934.....	2,740	281,774
1920.....	2,918	373,842	1935.....	2,728	280,704
1921.....	2,668	313,320	1936.....	2,886	322,473
1922.....	2,512	276,621	1937.....	3,258	384,619
1923.....	2,487	278,092	1938.....	3,318	385,039
1924.....	2,429	260,643	1939.....	3,296	358,967
1925.....	2,494	271,064	1940.....	3,268	365,544

Trade Union Branches by Provinces.—The province of Ontario, with 1,176 out of a total of 3,268, had the greatest number of local branch unions; Quebec was second with 698; British Columbia was third with 365; and Alberta was fourth with 273. The remaining five provinces ranked as follows: Manitoba, 211; Saskatchewan, 185; Nova Scotia, 182; New Brunswick, 167; and Prince Edward Island, 11.

Reported Trade Union Membership in Canadian Cities.—There were 33 cities in Canada with not less than 20 trade union branches, 2 more than the number recorded in 1939. The 1,874 local branches in these 33 cities represented 57 per cent of the local branches of all classes in the Dominion. These 1,874 branch unions contained about 67 per cent of the entire trade union membership, and the 1,685 reporting branches in these cities represented 59 per cent of all reporting branches in the Dominion.

Trade Union Benefits.—Of the thirty-one Canadian central organizations, seven reported payments for benefits in 1940, the total amount disbursed being \$62,974.82, an increase of \$50,486.18 as compared with the benefits paid by the same number of organizations in 1939. Of the 95 international organizations operating in Canada, 59 reported expenditures for benefits. The total disbursed in Canada and the United States of America amounted to \$20,262,021, this being \$391,148 greater than the outlay for benefits by the same number of organizations in the previous year. Returns supplied by 831 local branch unions in Canada show that these bodies expended a total of \$273,509 to their own members on account of the various benefits, which was in addition to the amount disbursed by the central organizations. This amount is \$168,564 less than that reported in 1939 by 913 local branch unions.

Non-Trade Union Associations.—The report contains information concerning a group of 126 associations which, though not connected with the trade union movement, are for the most part composed of wage-earners and are, therefore, considered of sufficient importance to justify the recording of their names and numerical standing where possible. These include organizations of school teachers, government employees, commercial travellers, etc., with a combined membership of 121,153, a decrease of 36,216 as compared with the number of members comprised in this class of organized employees in 1939.

Trade Union Directory.—The report also constitutes a complete labour directory, containing as it does, not only the names and addresses of the chief officers of local branch unions and delegate bodies in the Dominion, but also those of the central organizations with which organized Canadian workers are identified.

THE LIBRARY OF THE DEPARTMENT

The Department has a very complete collection of volumes, including periodicals, dealing with economic and social problems, supplemented by books of reference and volumes on history and law. There is a valuable collection of publications of labour organizations and periodicals published in the interest of organized labour, and also a comprehensive collection on industrial combinations and related subjects. About 180 volumes, excluding pamphlets, bound volumes of periodicals and government reports, were added during the fiscal year. Numerous pamphlets give additional sources of information, particularly on current topics.

Publications are exchanged with governments of other countries and by this means as well as through the International Labour Office, the Department is kept in touch with labour matters in almost all countries of the world.

The primary purpose of the library is to serve as an information centre for the officers of the Department but, subject to their requirements, the services of the library are at the disposal of the general public and frequent use is made of its material by students and members of the staffs of Canadian universities and by others interested in labour problems. Books are sent by mail, wherever possible, to any persons wishing to borrow them and special information and bibliographies are compiled when required.

LABOUR LEGISLATION

Since 1915 the Department has issued an annual report on Labour Legislation in Canada. In that year and in 1920, 1928 and 1937 the report contained the text or a summary of all labour laws on the Dominion and provincial statute books at the end of the year. Reports for the other years cover only legislation enacted during the year. Summaries of the laws of labour interest enacted by the Parliament of Canada and the provincial Legislatures are published, at the close of their Sessions, in the *Labour Gazette*. Mimeographed or printed bulletins dealing with special classes of labour laws are issued from time to time.

II. CONCILIATION AND LABOUR ACT

During the fiscal year ending March 31, 1941, the conciliation services of the Department of Labour were utilized in connection with the adjustment of a number of labour disputes. In some of these cases strikes or lockouts had already occurred and in others cessation of work appeared to be imminent or there was difficulty in carrying on negotiations. The proceedings were under the provisions of the Conciliation and Labour Act (Chapter 110 of the Revised Statutes of Canada, 1927), which empowers the Minister of Labour to inquire into the causes and circumstances of a dispute, to take such steps as seem expedient for the purpose of bringing the parties together, and to appoint a conciliator or arbitrator when requested by the parties concerned.

The Department of Labour has on its staff conciliation officers who are stationed at Vancouver, Toronto, Ottawa and Montreal. The territory of the officers resident in Vancouver comprises the four Western Provinces. The conciliation officers resident in Toronto confine their activities to Ontario, while the officers in Montreal cover the Province of Quebec and the Maritime Provinces. The headquarters of the Chief Conciliation Officer are at Ottawa.

In addition to their work in connection with mediation in industrial disputes, these officers are also charged with certain duties arising out of the administration of the Fair Wages Policy of the Government of Canada (see Chapter III).

Details of the more important cases in regard to which mediation work was performed by the Department during the fiscal year 1940-41 are given in the table below. Mutually satisfactory settlements were reached in 62 of the 80 cases listed and in 18 of the disputes dealt with, stoppages of work were terminated as a result of Departmental mediation. The great majority of the disputes listed occurred in industries coming within the scope of the Industrial Disputes Investigation Act as extended to the production of munitions and war supplies and the execution of defence projects by Order in Council P.C. 3495 (see Chapter IV). In only 29 of the cases listed had applications been made for procedure under that statute and in 18 of these, mutually satisfactory settlements of the matters in dispute were reached without the necessity of the establishment of Boards of Conciliation and Investigation under the Act.

STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1940, TO MARCH 31, 1941

MINING

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
April, 1940	The McGillivray Creek Coal and Coke Company, Limited, and the International Coal and Coke Company, Limited, and their coal miners, the majority being members of District 18, United Mine Workers of America.	Coleman, Alta.	Employees' request for recognition of District 18, U.M.W.A. as sole bargaining agency, and adjustments and revisions in wage agreement.	800	It being contended that U.M.W.A. did not represent a majority of the employees, a ballot taken under supervision of the Department of Labour resulted in a clear majority for that Union. An agreement was signed accordingly and application for Board procedure under I.D.I. Act was withdrawn.	July, 1940.
July 17, 1940	Acadia Coal Company, and certain of its coal miners, being members of Local No. 4481, District 26, United Mine Workers of America.	Stellarton, N.S.	Employees' request for wage adjustments involving datal rates.	1,091	Strike terminated and mediation successful.	October, 1940.
July, 1940	Consolidated Mining and Smelting Company of Canada, Limited, and certain of its employees, represented by the Workmen's Co-Operative Committee.	Trail, Kimberley, and Chapman Camp, B.C.	Employees' request for wage increases.	6,000	Mediation resulted in re-opening of negotiations and eventual agreement.	October, 1940.
September 19, 1940	Malagash Salt Company, Limited, and salt miners, members of United Salt Mine Workers' Local Industrial Union No. 323 (C.I.O.).	Malagash, N.S.	Employees' request that Company implement findings of Board of Conciliation and Investigation respecting wages; also working hours.	100	Conciliation officer of Department of Labour and officials of Provincial Department of Mines made recommendations which Miners' Committee agreed to accept for trial period of 30 days.	October, 1940.
October 7, 1940	Sullivan Consolidated Mines, Limited, and gold miners in their employ, being members of the Auriferous Miners' Syndicate, Inc.	Val d'Or, P.Q.	Employees' request for wage increase and adjustment of working conditions; also dispute over dismissal of four employees, allegedly for union activities.	285	Mediation by Provincial officials having failed, a strike was declared on October 8, 1940, which terminated on October 10, 1940: departmental mediation unsuccessful. Board under the I.D.I. Act established.	February, 1941.
November, 1940	J. J. Hamilton Coal Company and its coal miners at Federal Mine, being members of District 18, United Mine Workers of America.	Lethbridge, Alta.	Employees' request for adjustment of contract prices for mining coal in rooms.	Approx. 30	Mediation successful.	February, 1941.
December 9, 1940	Dominion Steel and Coal Corporation, Limited, and its coal handlers at International Pier, being members of District 26, United Mine Workers of America.	Sydney, N.S.	Employees' request for wages higher than provided by existing agreement.	Approx. 235	Strike which commenced December 9, 1940, was terminated December 10, 1940, after departmental mediation.	January, 1941. February, 1941.

CONSTRUCTION

(1) BUILDING CONSTRUCTION

January 8, 1941.....	Northern Construction Company, and J. W. Stewart Limited, and carpenters, being members of Local No. 527, United Brotherhood of Carpenters and Joiners of America.	Nanaimo, B.C.....	Employees' request for wage increase.	330	Mediation successful and application for Board procedure under I.D.I. Act withdrawn.	April, 1941.
March, 1941.....	General Contractors' Association, and carpenters and joiners, being members of Locals 452 and 1251, United Brotherhood of Carpenters and Joiners of America.	Vancouver, B.C.....	Request for a revision of agreement covering wages.	700	Official of Department of Labour participated in negotiations which led to an agreement, and withdrawal of application for Board procedure under I.D.I. Act.	April, 1941.

(2) SHIPBUILDING

April 6, 1940.....	Canadian Vickers, Limited, and certain employees in the Marine Division, being steel workers, mechanics, helpers and labourers.	Montreal, P.Q.....	Employees' request for wage increases refused by Company.	600	Mediation successful and application withdrawn for Board procedure under I.D.I. Act.	July, 1940.
October 24, 1940.....	Collingwood Shipyards, Limited, and certain groups of employees, engaged in shipbuilding, being members of Local 348, International Brotherhood of Boilermakers, Iron Ship Builders, Welders and Helpers, Local 858, International Brotherhood of Blacksmiths, Drop Forgers and Helpers, Local 632, International Association of Machinists, and Local 468, United Association of Journeymen Plumber and Steam Fitters.	Collingwood, Ont.....	Employees' request for increased wages.	550	Following report of a Board of Conciliation, employees refused to accept majority findings and a strike occurred on October 24, 1940, but was terminated by departmental mediation on October 25, 1940; compromise agreement reached.	February, 1941, November, 1940, December, 1940.
October 25, 1940.....	Canadian Vickers, Limited, and certain shipyard workers, members of the Independent Industrial Union of Shipyards Workers.	Montreal, P.Q.....	Employees' request for union recognition, alleged discriminations; excessive overtime alleged.	160	Mediation successful, and strike which commenced October 24, 1940, was terminated October 31, 1940; vote taken indicated majority in favour of recognition of shop committee rather than union.	February, 1941.
November, 6, 1940.....	Canadian Vickers, Limited, and boilermakers, helpers, and welders, being members of the International Brotherhood of Boilermakers, Iron Ship Builders and Helpers of America, employed in marine plant of the Company.	Montreal, P.Q.....	Request by the employees that Company implement recommendation as to wages, made in majority report of a Board of Conciliation and Investigation.	176	Mediation successful, and strike which commenced November 7, 1940, was terminated November 11, 1940. Agreement signed.	December, 1940, February, 1941.

STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1940, TO MARCH 31, 1941

—Continued—

CONSTRUCTION—Concluded

(2) SHIPBUILDING—Concluded

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
September, 1940.....	Kingston Shipbuilding Company, Limited, and certain of its boilermakers, welders, etc., being members of Lodge No. 210, International Brotherhood of Boilermakers, Iron Shipbuilders, Welders, and Helpers of America; Depot Company, Limited, and Yarrows, Limited, and certain of their respective employees in the classifications and unskilled sections, being members of the Dockyard and Shipyard Workers' Union.	Kingston, Ont.....	Employees' request for higher wages.	Approx. 200	Men ceased work November 28, 1940, but as result of mediation resumed work on December 2, 1940, and Board procedure under L.D.I. Act followed.	February, 1941.
December, 1940.....	Victoria Machinery Depot Company, Limited, and Yarrows, Limited, and certain of their respective employees in the classifications and unskilled sections, being members of the Dockyard and Shipyard Workers' Union.	Victoria, B.C. and Esquimalt, B.C.	Employees' request for signed agreement, union recognition, and review of wage rates.	Approx. 150	Mediation successful. Agreements signed.	June, 1940, February, 1941.
December, 1940.....	Davie Shipbuilding and Repairing Company, Limited, and its mechanics, helpers, labourers, etc., being members of Local No. 3, Canadian Union of Boilermakers and Iron Shipbuilders.	Leuzon, P.Q.....	Allegations that wage recommendations of a Board of Conciliation and Investigation were not being fully implemented.	Approx. 900	Mediation successful.....	July, 1940, February, 1941.
January, 15, 1941.....	Saint John Dry Dock and Shipbuilding Company, Limited, and its steel workers being members of Local No. 1, Steelworkers' Union.	Saint John, N.B.....	Employees' request for piece rate wage basis, and questions regarding promotion.	Approx. 95	Mediation successful.....	April, 1941.
February, 4, 1941.....	North Van Ship Repairs Limited and certain of its electricians, members of Local No. 213, International Brotherhood of Electrical Workers.	North Vancouver, B.C.....	In accordance with closed shop agreement with Amalgamated Building Workers of Canada, certain men were dismissed by Company as not being members of this Union.	5	Mediation successful, and because of importance of war contracts, men were re-engaged by agreement between Company and Union.	April, 1941.

MANUFACTURING

April 17, 1940.....	Steel Company of Canada and members of Lodge No. 1005, Amalgamated Association of Iron, Steel and Tin Workers of North America.	Hamilton, Ont.....	Discharge of six employees for breach of Company's regulations.	6	Mediation unsuccessful but position clarified.	July, 1940.
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April 24, 1940	Dominion Wheel and Foundries, Limited, and its employees, members of Local No. 1088, a chartered Association of Iron, Steel and Tin Workers of North America.	Toronto, Ont.	Employees' request for wage increases, union recognition and other concessions.	174	Strike on April 24, 1940, terminated May 8, 1940, as result of mediation.	July, 1940.
May 6, 1940	Consumers' Glass Company and its employees, being members of the Canadian Brotherhood of Glass Workers (C.C.L.).	Montreal, P.Q.	Employees' demand for union recognition and a collective agreement.	360	Strike occurred on May 5, 1940. Provincial mediation unsuccessful. Men returned to work on May 21, 1940, except those involved in disorders during the strike period.	July, 1940.
May, 1940	Canadian Celanese, Limited, and its employees, members of the National Catholic Union of Textile Workers.	Drummondville, P.Q.	Employees' request for union recognition and adjustment of working conditions respecting weavers.	2,000	Strike which occurred May 11, 1940, was terminated June 23, 1940, following mediation by officials of Department of Labour.	July, 1940.
June, 1940	Pacific Bolt Manufacturing Company, Limited, and its employees, being members of the Vancouver Metal Workers Union.	Vancouver, B.C.	Employees' request for wage increases.	40	Mediation successful.	July, 1940, October, 1940.
August 10, 1940	Renfrew Woollen Mills and its employees.	Renfrew, Ont.	Employees' request for additional wage increases.	200	Mediation successful. Board application withdrawn.	October, 1940.
August, 1940	Guelph Cask Vener and Plywood Company, Limited, and its employees, being members of Local 2739, International Brotherhood of Carpenters and Joiners.	Mattiawa, Ont.	Employees' request for wage increases and shorter working hours.	80	Mediation successful.	October, 1940.
August 12, 1940	Rosamond Woollen Mills and certain of its employees.	Almonte, Ont.	Employees' request for increased wages.	100	Strike commenced August 12, 1940, and terminated August 13, 1940. Mediation successful.	October, 1940.
August 13, 1940	Toronto Hardware Manufacturing Company, Limited, and its moulders.	Toronto, Ont.	Employees' request for wage increases.	25	Mediation successful. Strike of ten moulders occurred on August 17, 1940, as result of departmental mediation.	October, 1940.
August 13, 1940	Campbellford Cloth Company, Limited, and certain of its woollen mill workers.	Campbellford, Ont.	Employees' request for wage adjustments and other concessions.	65	Mediation successful. Strike occurred on August 13, 1940.	October, 1940.
May, 1940	Boeing Aircraft of Canada, Limited, and its employees, members of Aeronautical Lodge No. 756, International Association of Machinists.	Vancouver, B.C.	Wages and conditions of employment.	400	Mediation successful. Agreement effective August, 1940, signed.	October, 1940.
August, 1940	Certain firms, being members of the Metal Trades Section of the Canadian Manufacturers' Association, and moulders, members of Local No. 1, Moulders and Foundry Workers' Union (C.C.L.).	Vancouver, B.C.	Employees' request for higher wages and union recognition.	118	Mediation successful, and agreement, effective October 1, 1940, signed. Board application withdrawn.	October, 1940.
August, 1940	Approximately 20 Sheet Metal Contractors (represented by Builders' Exchange and Construction Association), and sheet metal workers, being members of Local No. 30, International Association of Sheet Metal Workers.	Toronto, Ont.	Employees' request for wage increases.	200	Strike action averted. Mediation successful and wages increased.	October, 1940.

STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1940, TO MARCH 31, 1941

—Continued—

MANUFACTURING—Continued

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
September, 1940.....	Canada Creosoting Company, Limited, and its employees, being members of the Creosote Workers Industrial Union.	North Vancouver, B.C.....	Employees' request for wage increases and union recognition.	275	Mediation successful. Board application withdrawn.	October, 1940. February, 1941.
September 26, 1940.....	Courtaulds' (Canada) Limited, and its employees, being members of the Rayon Section of Textile Workers Federal Union No. 3.	Cornwall, Ont.....	Union demand for dismissal of a workman for alleged assault.	Approx. 1,600	Strike on September 26, 1940, terminated by mediation September 27, 1940, and a Commissioner appointed brought in a report which was accepted by both parties.	October and November, 1940.
September, 1940.....	Canadian Car and Foundry Company, Limited, and its employees, being members of Aircraft Lodge No. 719, International Association of Machinists.	Fort William, Ont.....	Renewal of agreement covering wages and working conditions.	Approx. 1,600	Mediation successful.....	October, 1940.
September 11, 1940.....	McKinnon Industries, Limited, and certain employees, being members of Local Union No. 199, United Automobile Workers of America.	St. Catharines, Ont.....	Question of payment for overtime work in one department.	54	Arbitration by Provincial Department of Labour was not accepted and strike which commenced on September 28, 1940, was terminated October 3, 1940, as a result of mediation by Dominion Department of Labour. Board under I.D.I. Act was established.	December, 1940, February, 1941.
October, 1940.....	Victoria Machinery Depot Company, Limited, and its foundry employees, members of Local No. 144, International Moulders Union.	Victoria, B.C.....	Employees' request for agreement covering wages, etc.	79	Mediation successful and Board application withdrawn.	February, 1941.
October, 1940.....	Hercules Garment Manufacturing Company and certain of its employees, being members of Local No. 35, United Garment Workers of America.	Winnipeg, Man.....	Dismissal of employee.....	18	Mediation successful.....	February, 1941.
October 11, 1941.....	Robson Leather Company, Limited, and its employees, a number of whom were members of Local Union 205, International Fur and Leather Workers Union.	Oshawa, Ont.....	Wages, working conditions and Union recognition.	Approx. 200	Mediation successful and agreement with employees signed. Application for Board procedure under I.D.I. Act withdrawn.	February, 1941.
November, 1940.....	Canadian Car and Foundry Company, Limited, and its employees, being members of Local No. 29, International Moulders Union.	Brantford, Ont.....	Employees' request for wage increase and adjustment of overtime rates.	Approx. 350	Mediation successful.....	February, 1941.

November 2, 1940.....	Rayman Cap Manufacturing Company and its hat and cap makers, being members of Local 47, United Hatters, Cap and Millinery Workers' International Union.	Toronto, Ont.....	Employees' request for renewal of Union agreement.	30	Mediation unsuccessful: Board established.	Board February, 1941. April, 1941.
November, 1940.....	Monarch Knitting Company and its employees, members of Local 16, Canadian Full Fashioned Hosiery Workers' Association.	Dunnville, Ont.....	Protest against discharge of certain employees; request for wage increases, and for union agreement.	128	Mediation successful: strike terminated.	February, 1941.
November 13, 1940.....	Duple Safety Glass Company of Canada, Limited, and its employees, being members of Local No. 222, United Automobile Workers of America.	Oshawa, Ont.....	Employees' request for agreement covering wage and working conditions.	275	Mediation successful.....	February, 1941.
November 29, 1940.....	Goodyear Tire and Rubber Company of Canada, Limited, and its employees, being members of Local No. 189, United Rubber Workers of America.	Bowmanville, Ont.....	Employees' request for a signed agreement adjusting wage rates and working conditions.	360	Mediation unsuccessful: Board established and agreement reached under its findings.	Board February, 1941. March, 1941.
November 4, 1940.....	Chromium Mining and Smelting Corporation, Limited, and its employees, being members of Federal Labour Union, No. 22200.	Sault Ste. Marie, Ont.....	Employees' request for wage increases and changes in working conditions.	162	Mediation successful and application for Board under I.D.I. Act withdrawn.	February, 1941.
December 12, 1940.....	West Coast Woollen Mills, Limited, and its employees, being members of Pacific Textile Workers' Union (C.C.L.).	Vancouver, B.C.....	Employees' request for wage increases and union agreement.	90	Mediation unsuccessful and Board established.	February, 1941. April, 1941.
January, 1941.....	Sully Brass Foundry, Limited, and its employees, being members of Local No. 1039, Steel Workers' Organizing Committee.	Toronto, Ont.....	Allegation that an employee had been dismissed for union activity.	100	After investigation by Conciliation officer of Department, union permitted matter to be dropped.	April, 1941.
January, 1941.....	Reliance Motor and Machine Works, Limited, and its machinists, specialists and helpers, members of Vancouver Lodge 692, International Association of Machinists.	Vancouver, B.C.....	Employees' request for agreement covering wages, working conditions and union recognition.	30	Mediation unsuccessful and Board established.	April, 1941.
January 13, 1941.....	Toronto Carpet Manufacturing Company, Limited, and certain of its employees in the "Furling" and "Washers" departments.	Toronto, Ont.....	Employees' request for guarantee of earnings at piece work and for change in working conditions.	14	Mediation successful.....	April, 1941.
January 20, 1941.....	Co-Operative Society of Flax Producers of Soulages, and flax processing employees.	DeBeaujeu, P.Q.....	Employees' request for wage increase.	150	Mediation successful.....	April, 1941.
January 21, 1941.....	Hamilton Uniform Cap Company, and its employees, being members of Cap Makers' Union Local 47, United Hatters, Cap and Millinery Workers International Union.	Hamilton, Ont.....	Employees' request for increased wages, improved working conditions, also reinstatement of a number of strikers and union recognition.	24	Mediation unsuccessful and Board established.	March, 1941. April, 1941.
January, 1941.....	Noorduyn Aviation, Limited, and its employees, being members of Lodge No. 712, International Association of Machinists.	Montreal, P.Q.....	Dismissal of workman.....	1,000	Mediation successful.....	April, 1941.

STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1940, TO MARCH 31, 1941
—Continued—

MANUFACTURING—Continued

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
January 18, 1941.....	Sault Structural Steel Company, Limited, and its employees, members of Local 2388, Steel Workers' Organizing Committee.	Sault Ste. Marie, Ont.....	Employees' request for upward revision of wages, cost of living bonus, and union recognition.	35	Mediation successful and Board application withdrawn.	April, 1941.
February, 1941.....	Frost and Wood Company, Limited, and its moulders, members of Local No. 201, International Moulders' Union.	Smiths Falls, Ont.....	Employees' request for change in wage payment system.	20	Mediation successful.	April, 1941.
February 7, 1941.....	MacDonald Brothers Aircraft, Limited, and its employees, being members of the Machinists' Lodge in the Aircraft Division of the plant.	Winnipeg, Man.....	Dismissal of one employee allegedly for union activities.	1	Mediation successful.	April, 1941.
February 5, 1941.....	Fairchild Aircraft Limited, and its employees, members of Local Lodge No. 712, International Association of Machinists.	Montreal, P. Q.....	Employees' allegation that men dismissed for union activities.	3,500	Mediation successful and strike action prevented.	April, 1941.
February 13, 1941.....	Bitmore Shirt Company, Limited, and certain of its employees, members of Amalgamated Clothing Workers of America.	Montreal, P. Q.....	Employees' allegation that workers dismissed for union activities.	Approx. 180	Assurance given to Department of Munitions and Supply that three men involved would be later re-engaged.	April, 1941.
March 1, 1941.....	Imperial Iron Corporation, and certain of its employees who, in the course of the dispute, became affiliated with Local No. 189, United Automobile Workers of America.	St. Catharines, Ont.....	Employees' request for wage increases and other concessions.	81	Mediation successful, and strike terminated.	April, 1941.
March, 1941.....	Kitchen Overall and Shirt Company, Limited, and its employees, being members of Local 237, United Garment Workers of America.	Brantford, Ont.....	Employees' request for an agreement covering wages and working conditions.	Approx. 100	Mediation successful and Board application withdrawn.	April, 1941.
March, 1941.....	Coulter Manufacturing Company and its day workers, certain of whom being members of Local 222, United Automobile Workers of America.	Oshawa, Ont.....	Employees' request for a new agreement covering wages and working conditions.	Approx. 160	Strike occurred March 12, 1941, and as result of mediation men resumed work March 14, 1941. Board established March 20, 1941.	April, 1941.
February, 1941.....	Robson Leather Company, Limited, and its tannery workers, being members of Local 206, International Fur and Leather Workers' Union of the United States and Canada.	Oshawa, Ont.....	Employees' request for wage increases and protest against dismissal of two workers.	227	Following protracted negotiations a strike occurred on March 24, 1941, which was terminated following mediation by Conciliation officer of the Department. Board established.	April, 1941.

March 24, 1941.....	Barrymore Cloth Company, Limited, and certain of its spinners.	Toronto, Ont.....	Employees' request for wage increases.	11	Mediation successful.....	April, 1941.
March, 1941.....	Beardmore and Company, and certain of its tannery workers.	Acton, Ont.....	Employees' request for agreement as to wages and working conditions.	42	Mediation successful.....	April, 1941.

TRANSPORTATION AND PUBLIC UTILITIES

(1) STEAM RAILWAYS

May 6, 1940.....	Sydney and Louisburg Railway and roundhouse employees and certain miscellaneous groups, being members of District 26, United Mine Workers of America.	Glace Bay, N.S.....	Employees' request for adjustment of wages and working conditions, and as to which union should represent the employees concerned as their official bargaining agency.	Approx. 150	Mediation successful and a ballot taken under supervision of Department of Labour resulted in a majority in favour of the Joint Committee of the Transportation Brotherhoods as the bargaining agency. Agreement concluded and Board application withdrawn. Mediation successful and agreements signed.	July, 1940.
November 8, 1940.....	Canadian National Railways and Canadian Pacific Railway Company, and their freight handlers, on the Montreal wharf, being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Montreal, P.Q.....	Failure of companies to implement majority report of a Board of Conciliation and Investigation.	550		February, 1941.

(2) WATER TRANSPORTATION

April, 1940.....	Eighteen shipping companies operating a total of 209 vessels on the Great Lakes, and their seamen (unlicensed personnel), members of the Canadian Seamen's Union.	Fort William to the Lower St. Lawrence River.	Employees' request for adjustment of wages and working conditions.	Approx. 6,000	Strike commenced April 15, 1941. Mediation resulted in its termination on April 20, 1941. Board established.	July, 1940.
August 26, 1940.....	Kingsley Navigation Company, Limited, and seamen of the S.S. Rosebank, members of the Canadian Seafarers' Association.	Vancouver, B.C.....	Employees' request for wage increases and in regard to working conditions.	32	Mediation successful.....	October, 1940.
December, 1940.....	Certain shipping companies, members of the Shipping Federation of Canada, and longshoremen of the port, members of the International Longshoremen's Association.	Saint John, N.B.....	Employees' request that pay day provisions of agreement should be strictly observed.	Approx. 2,000	Mediation successful.....	February, 1941.
April, 1940.....	B.C. Towboat Owners' Association, and their masters and mates, being members of the Canadian Merchant Service Guild, Inc.	Vancouver, B.C.....	Employees' request for agreement covering wage rates.	250	Prolonged negotiations participated in by a departmental official led to conclusion of an agreement.	April, 1941.

STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1940, TO MARCH 31, 1941

—Continued—

TRANSPORTATION AND PUBLIC UTILITIES—Continued

(2) WATER TRANSPORTATION—Concluded

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
February 14, 1941.....	B.C. Towboat Owners' Association, and their employees, members of the National Association of Marine Engineers of Canada, Inc.	Vancouver, B.C.....	Wages and working conditions.	Approx. 130	Negotiations participated in by a departmental official led to signed agreement.	April, 1941.
(3) LOCAL AND HIGHWAY TRANSPORTATION						
September 6, 1940.....	Winnipeg Electric Company and certain of its employees, members of the Trackmen's Unit, One Big Union.	Winnipeg, Man.....	Questions of seniority.....	114	Mediation successful and Board application withdrawn.	October, 1940.
October 18, 1940.....	Martin Transports, Limited, and two groups of its truck drivers represented respectively by Locals 138, 670 and 21, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers of America for one group, and by the Automotive Transport Section of the Canadian Brotherhood of Railway Employees and other Transport Workers for the other group.	Toronto, Ont.....	Employees' requests for adjustment of wages and employment conditions, and as to which union should represent the employees.	400	Strike occurred November 11, 1940. Mediation unsuccessful. Board established.	November, 1940. December, 1940. February, 1941. July, 1941.
November 5, 1940.....	Toronto-St. Catharines Transport, Limited, and the Direct-Winters Transport, and their respective employees, members of Locals Nos. 670 and 21, International Brotherhood of Teamsters, Chauffeurs, Stablemen and Helpers of America.	St. Catharines, Ont., and Toronto, Ont.	Employees' request for a union agreement; increased wages and improved working conditions.	280	Application for Board procedure made under I.D.I. Act, but provincial Department of Labour successfully mediated dispute so far as it concerned Toronto-St. Catharines Transport, Limited, and its employees. Certain employees of Direct-Winters Transport ceased work November 11, 1940, but resumed work December 1, 1940, following mediation by an officer of the Dominion Department of Labour.	December, 1940. February, 1941.

December 2, 1940..... (Culph, Ont.)..... Employees' request for a signed agreement covering increased wages, improved working conditions and for recognition of the union. 20 Mediation successful and application for Board withdrawn. February, 1941.

(4) STORAGE

June 11, 1941.....	Kingston Elevator Company (Canada Steamship Lines, Limited) and miscellaneous groups including shovellers, deckmen and sweepers, being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees, Limited, and the Manitoba Cartage and Warehousing Company, and their respective chauffeurs and warehousemen, being members of Division No. 253, Canadian Brotherhood of Railway Employees and other Transport Workers.	Kingston, Ont.	Employees' demand for wages increases and changes in working conditions.	Approx. 70	Mediation successful.....	July, 1940. October, 1940.
February, 1941.....	National Cartage and Storage, Limited, and the Manitoba Cartage and Warehousing Company, and their respective chauffeurs and warehousemen, being members of Division No. 253, Canadian Brotherhood of Railway Employees and other Transport Workers.	Winnipeg, Man.	Employees' request for revision of agreements covering wages and working conditions.	100	Mediation unsuccessful and two separate Boards established.	April, 1941.

(5) ELECTRICITY AND GAS

May 18, 1940.....	Consumers' Gas Company and its employees in the production and distribution departments, members of the National Union of Domestic and Industrial Gas Workers.	Toronto, Ont.	Employees' request for revision of wages, and conditions of employment, and for Union recognition.	700	Mediation unsuccessful and Board established.	July, 1940. November, 1940.
May 31, 1940.....	Sagamay Telephone Company, and certain of its telephone operators, members of the National Catholic Syndicates of Jonquiere.	Jonquiere, P.Q.	Employees' requests for wage increases and improved working conditions, and dispute over dismissal of two employees.	13	Mediation successful.....	July, 1940.
March, 1941.....	Canadian Marconi Company, and its telegraphers, members of Canadian Marconi System Division No. 94, Commercial Telegraphers' Union.	Montreal, P.Q.	Employees' request for adjustment of wage rates and working conditions.	100	Mediation successful.....	April, 1941.
February 6, 1941.....	The Corporation of the City of Edmonton, and certain civic employees in the telephone, electric light and power departments, members of the International Brotherhood of Electrical Workers, B 1007, and other employees indirectly.	Edmonton, Alta.	Employees' objection to compulsory plan of pay-roll deduction for approved war and other charities.	85	Compromise agreement reached and Board application withdrawn.	April, 1941.

STATEMENT SHOWING DISPUTES DEALT WITH UNDER THE CONCILIATION AND LABOUR ACT FROM APRIL 1, 1940, TO MARCH 31, 1941
 —Concluded—

SERVICE

Date conciliation proceedings instituted	Parties to dispute	Locality	Nature of dispute	Number of employees affected	Disposition	Issue(s) of <i>Labour Gazette</i> containing details of conciliation proceedings
January, 1941.....	Management of Hotel Vancouver, and certain of its waiters and bus boys, being members of Local No. 28, Hotel and Restaurant Employees' Union.	Vancouver, B.C.....	Employees' request for closed shop agreement, and wage and working condition adjustments as recommended by a Board established under the Provincial Industrial Conciliation and Arbitration Act.	62	Employees ceased work December 23, 1940, and provincial authorities supported request for Dominion assistance in mediating dispute. Strike was terminated January 23, 1941, and an agreement was negotiated between the management and an employees' committee.	February, 1941. April, 1941.

III. FAIR WAGES POLICY

The Fair Wages Policy of the Government of Canada has been administered by the Department of Labour since 1900, when the following resolution was adopted by the House of Commons:—

That it is resolved that all government contracts should contain such conditions as will prevent abuses which may arise from the subletting of such contracts, and that every effort should be made to secure the payment of such wages as are generally accepted as current in each trade for competent workmen in the district where the work is carried out, and that this House cordially concurs in such policy and deems it the duty of the Government to take immediate steps to give effect thereto.

It is hereby declared that the work to which the foregoing policy shall apply includes not only work undertaken by the Government itself, but also all works aided by grant of Dominion public funds.

The Government's Fair Wages Policy was later expressed in the form of an Order in Council dated June 7, 1922, to which certain amendments were made by Orders in Council of April 9, 1924, and December 31, 1934. These Orders in Council contain certain conditions respecting wages rates and working hours, those marked "A" being applicable to government contracts for building and construction work and those marked "B" being observable in connection with government contracts for the manufacture of fittings for public buildings and various classes of governmental supplies and equipment.

The work entailed in the administration of the Fair Wages Policy was greatly augmented during the fiscal year under review as a result of the Government's defence programme, which extended to almost every branch of industrial operations.

POLICY IN RESPECT OF BUILDING AND CONSTRUCTION CONTRACTS

By the adoption of the Fair Wages and Eight Hour Day Act in 1930, statutory effect was given to the Fair Wages Policy in so far as concerns the construction, remodelling, repair or demolition of any works for the Government of Canada, whether carried out under contract or by workmen employed by the Government who are exempt from the operation of the Civil Service Act. At the 1935 session of Parliament, however, there was passed The Fair Wages and Hours of Labour Act, 1935, which, when it came into force on May 1, 1936, superseded the 1930 statute. Section 3 of the new Act provides as follows:—

(1) Every contract made hereafter with the Government of Canada for construction remodelling, repair or demolition of any work shall be subject to the following conditions respecting wages and hours:—

- (a) All persons in the employ of the contractor, subcontractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages;
- (b) The working hours of persons while so employed shall not exceed eight hours per day nor forty-four hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister.

(2) The provisions of this section shall not apply to the purchase of materials, supplies or equipment, for use in the work contemplated, under any contract of sale and purchase.

Section 4 of The Fair Wages and Hours of Labour Act applies the foregoing conditions to all workmen employed by the Government of Canada, on such works as are described above who are excluded from the operation of the Civil Service Act.

The Act in question extends the application of the Fair Wages Policy also to agreements for works of construction, remodelling, repair or demolition which are assisted by Dominion grant in the form of contribution, subsidy, loan, advance or guarantee.

When it is proposed to undertake any government contract for the construction, remodelling, repair or demolition of any work, the department of government concerned therewith is required to indicate to the Department of Labour the nature, locality and estimated cost of such work, and also the classes of labour which will be employed. Thereupon the Department of Labour prepares and furnishes, for insertion in the specification for the proposed work on which tenders are to be taken, a schedule setting forth the minimum rates of wages and the maximum hours of labour which are to apply under the Government's policy for the various classes of workmen to be employed. This schedule afterwards becomes part of the contract and contractors are required to post copies of it conspicuously on the job for the information of the workmen engaged in the execution of the work. The government departments concerned are further required to furnish monthly to the Department of Labour returns showing the nature of all contracts entered into during the preceding month to which the labour conditions supplied by the Department of Labour were applicable, together with the names and addresses of the contractors, the dates and amounts of the contracts, and the texts of the fair wages schedules and other labour conditions inserted in such contracts, which information is then published by the Department of Labour in its official monthly journal, the *Labour Gazette*.

During the fiscal year under review, the Department of Labour prepared labour conditions for insertion in 956 building and construction contracts proposed to be executed by departments of government as follows: Canadian Broadcasting Corporation, 1; Fisheries, 2; Mines and Resources, 2; Munitions and Supply, 324; National Defence, 303; National Harbours Board, 16; National Research Council, 2; Public Works, 98; Salvage Division of Treasury Office, 58; Transport, 148; and Miscellaneous, 2.

Numerous complaints were received by the Department of Labour during the year as to alleged non-observance by contractors and subcontractors of the labour conditions set out in these government contracts, the complaints relating either to the wages paid, the hours worked or the classification of the work performed. In every instance a thorough investigation was made by a fair wages officer or other official of the Department, and when the complaint was found to be justified, the contractors were required to make the necessary wages adjustments with the workmen concerned for the full period involved.

POLICY IN RESPECT OF CONTRACTS FOR THE MANUFACTURE AND OVERHAUL OF AIRCRAFT AND THE CONSTRUCTION AND REPAIR OF VESSELS, ETC.

Owing to the large and increasing number of contracts which are being placed all over Canada by the Dominion Government for the manufacture and overhaul of aircraft and for the construction and repair of boats of various types, the Department of Labour, in consultation with other government departments concerned, has drawn up schedules setting forth the minimum rates of wages and the maximum hours of labour to be observed in the execution of these respective undertakings throughout the country. From time to time necessary revisions are made in these schedules.

Important contracts for military aircraft awarded to Canadian manufacturers by the British Air Ministry have also been made subject to fair wages conditions, and in connection therewith it has been stipulated that the rates of wages and conditions of employment shall conform to the practice prevailing in respect of contracts to which His Majesty's Government in Canada is a party. By arrangement with the Department of Munitions and Supply, schedules of wages rates have also been included in certain other contracts for defence purposes which have been awarded during the year.

The Department of Labour co-operated closely during the year with the government departments concerned in ensuring that these contract conditions were strictly enforced.

POLICY IN RESPECT OF CONTRACTS FOR THE MANUFACTURE OF INTERIOR FITTINGS, SUPPLIES, EQUIPMENT, ETC.

With respect to contracts for the manufacture and supply to the Government of Canada of fittings for public buildings; harness, saddlery, clothing and other outfit for the military and naval forces, Royal Canadian Mounted Police, letter carriers and other government officers and employees; mail bags, letter boxes and other postal stores; and any other articles and things which may be designated by the Governor in Council, an Order in Council was adopted on December 31, 1934, rescinding the "B" labour conditions previously applied to such contracts and substituting other conditions therefor. These conditions in practice have applied to defence contracts for all classes of supplies and equipment. The original provision for the payment of not less than current rates, or fair and reasonable rates if there are no current rates in the district where the work is being performed, is retained in the new conditions, but with the added proviso that in no event shall the wage rate for male workers 18 years of age and over be less than thirty cents an hour, and for female workers 18 years of age and over be less than twenty cents an hour. It is also provided that male and female workers under 18 years of age shall be entitled to rates of wages not less than those provided for women and girls in the minimum wage scales of the respective provinces, and that in any case where the provincial minimum wage laws require the payment of higher minimum wages than those set out above, such higher wage rates shall apply in the execution of Dominion contract work.

Most of the great number of contracts placed during the year for the manufacture of the above-mentioned governmental supplies were awarded by the Department of Munitions and Supply to cover the requirements of the naval, military and air forces throughout Canada. The Post Office Department and the Royal Canadian Mounted Police also placed numerous orders for miscellaneous supplies and equipment, while the Department of Public Works awarded a large number of contracts for the manufacture of interior fittings for public buildings, all coming under the provisions of the "B" labour conditions.

The Department of Labour collaborated with each of these departments in enforcing the observance of the proper labour conditions in the manufacture of the supplies and equipment in question, and in a number of cases the contractors were required to make adjustments in the wages rates and to reduce the working hours of their employees in order to secure compliance with the terms of the government contracts.

WARTIME WAGES POLICY

Following a conference on wartime labour relations held between the Cabinet and the representatives of Canadian labour, during which the Prime Minister stated that an Order in Council would be issued setting forth the principles which should govern industrial relations in wartime "as an obligation that should be lived up to by all parties concerned", an Order in Council (P.C. 2685) was issued on June 19, 1940, containing "a declaration by the Government of Canada of principles for the avoidance of labour unrest and for the regulation of labour conditions during the war." This Order in Council re-affirmed the policy which was previously announced by the Prime Minister, that the full weight of the Government's power will be exerted to prevent the exploitation of wartime needs by any form of profiteering.

Among the principles set out in this Order were the following:—

1. That every effort should be made to speed production by war industries;
2. That fair and reasonable standards of wages and working conditions should be recognized and that where any temporary adjustments in remuneration are made, due to war conditions, they might well be in the form of bonus payments;
3. That hours of work should not be unduly extended but that where increased output is desired it should be secured as far as practicable by the adoption of additional shifts throughout the week, experience during the last war having shown that an undue lengthening of working hours results in excessive fatigue and in a diminution of output.

The Order in Council further declared "that any suspension which may be made of labour conditions established by law, agreement or usage, requisite to the speeding of wartime production, should be brought about by mutual agreement and should be understood as applying only for the period of emergency."

In order to expedite the urgently necessary work of providing accommodation and training facilities for men called up for training under the National Resources Mobilization Act, 1940, and for personnel of the Canadian Active Service Forces, an Order in Council (P.C. 3947) was passed on August 15, 1940, making Section 3(1)(b) of The Fair Wages and Eight Hour Day Act, 1935 (quoted above), not applicable to persons employed on the construction of buildings and defence projects at training centres and troop concentration camps at a number of specified places across Canada.

Action was also taken by Order in Council (P.C. 6801) of November 23, 1940, to enforce the payment of fair wages on Government contracts by making regulations, under the provisions of The Fair Wages and Hours of Labour Act, 1935, establishing a procedure whereby claims shall be investigated and settlements made. Under the new regulations, when it is ascertained through investigation by the Department of Labour that employees have not been paid the required rates of wages, the contractor must deliver to the Deputy Minister of Labour a cheque payable to the Receiver General of Canada for the amount due. If payment has not been made by the Government to the contractor the amount due his employees is held back and paid over to the Deputy Minister of Labour to be deposited with the Receiver General in a Fair Wages Suspense Account. Cheques on this account payable to the workers concerned are then issued. The Deputy Minister of Labour is required to endeavour to ensure safe delivery of these cheques to the workers concerned.

IV. INDUSTRIAL DISPUTES INVESTIGATION ACT

This statement constitutes the thirty-fourth annual report of the Registrar of Boards of Conciliation and Investigation, covering proceedings under the Industrial Disputes Investigation Act (Chapter 112 of the Revised Statutes of Canada, 1927) for the fiscal year ending March 31, 1941.

DISPUTES IN WAR WORK

In the report for the fiscal year ending March 31, 1940, reference was made to the passage on November 7, 1939, of Order in Council P.C. 3495, whereby the provisions of the Industrial Disputes Investigation Act were extended to disputes between employers and employees engaged in war work. On March 10, 1941, for the purpose of clarifying its meaning and intent, P.C. 3495 was amended by Order in Council P.C. 1708. The text of P.C. 1708 is as follows:—

His Excellency the Governor General in Council, for the purpose of clarifying the meaning and intent of Order in Council of the 7th November, 1939 (P.C. 3495), is pleased, on the recommendation of the Minister of Labour and under and in virtue of the War Measures Act (chapter 206, R.S.C., 1927), to amend the said Order in Council and it is hereby amended by

- (a) striking out the words "intended for the use of His Majesty's naval, military or air forces or for the use of the forces of any of His Majesty's allies in the present war" at the end of the first paragraph thereof and inserting the said words at the end of paragraph (a), defining the meaning of the expression "munitions of war";
- (b) inserting after the word "kind" in the third line of the definition of "supplies" in paragraph (b) the following words:
"required or intended for war purposes."

The text of P.C. 3495, as amended by P.C. 1708, is as follows:—

His Excellency the Governor General in Council, on the recommendation of the Minister of Labour and under and in virtue of the War Measures Act (chap. 206, R.S.C. 1927), is pleased to order and it is hereby ordered that the provisions of the Industrial Disputes Investigation Act (chap. 112, R.S.C., 1927), other than section 64 thereof, shall specifically apply in respect of any dispute between employers and employed engaged in the construction, execution, production, repairing, manufacture, transportation, storage or delivery of munitions of war or supplies, and in respect also of the construction, remodelling, repair or demolition of defence projects, as hereinafter respectively defined.

His Excellency in Council is hereby further pleased to order that in and for the purposes of this Order,

- (a) "munitions of war" means arms, ammunition, implements of war, naval, military or air stores, or any articles deemed capable of being converted thereinto, or made useful in the production thereof, intended for the use of His Majesty's naval, military or air forces or for the use of the forces of any of His Majesty's allies in the present war;
- (b) "supplies" includes materials, equipment, ships, aircraft, automotive vehicles, goods, stores and articles or commodities of every kind required or intended for war purposes, including, but not restricting the generality of the foregoing, (i) articles and equipment which, in the opinion of the Minister of Labour, would be essential for the needs of the Government or of the community in war; and (ii) anything which, in the opinion of the Minister of Labour, is, or is likely to be necessary for or in connection with the production, storage or supply of any such article as aforesaid;
- (c) "defence projects" includes the construction, erection, repair, improvement or extension of buildings, aerodromes, airports, dockyards, roads, defence fortifications or other naval, military or air force works.

On March 31, 1941, the Minister of Labour declared that in his opinion coal and metallic ore mining constitutes an industry engaged in the production of the "supplies" described in P.C. 3495, as amended by P.C. 1708. The effect of this declaration was to bring within the scope of the Industrial Disputes Investigation Act disputes between employers and employees in the mining industry in the Province of British Columbia. In 1937 this province had

repealed the enabling legislation whereby the Dominion statute was made applicable to disputes of the character therein defined which came within provincial jurisdiction.

WARTIME WAGES POLICY

For the guidance of Boards of Conciliation and Investigation established under the provisions of the Industrial Disputes Investigation Act, the wartime wages policy of the Government of Canada was set forth in Order in Council P.C. 7440 of December 16, 1940. The text of P.C. 7440 is as follows:—

Whereas by Order in Council (P.C. 3495) dated November 7, 1939, the operation of the Industrial Disputes Investigation Act was extended to all disputes between employers and employees engaged in war work;

And whereas the Minister of Labour reports,—

- (a) That experience has shown the said Act has not operated satisfactorily in all such disputes;
- (b) That, if the Government through an extension of the principles of the Fair Wages Act were to attempt to determine wage rates and other working conditions in all those industries engaged on war work, innumerable arbitrary decisions would be involved and the institutions and practices of collective bargaining to which it is the declared policy of the Government to assure freedom (P.C. 2685, June 19, 1940) would be rendered superfluous and labour organizations deprived of their legitimate functions;
- (c) That the Wartime Prices and Trade Board was established at the outbreak of war and has so operated that despite inescapable increase in the cost of some products, the increase in the cost of living since August, 1939, as measured by the new index of the Dominion Bureau of Statistics, has been 6.2 per cent; in some places more; in some places less;
- (d) That the Government, in awarding war contracts, has exercised care that profits be restricted and, further in addition to provincial taxation and the corporate income tax of 18 per cent, there has been imposed, under the Excess Profits Tax Act, a further tax of 75 per cent on the excess of current profits over prewar profits;
- (e) That, in many trades and employments in this country, reasonable wage levels were established during the period 1926-29, and that the cost of living as reported in the *Labour Gazette* for September, 1940, was 12.6 per cent below the average level of 1929;
- (f) That the Labour Co-ordination Committee has formulated appropriate principles of wartime wage policy and has consulted with the National Labour Supply Council in order to secure the considered judgment of employees and employers on the reasonableness and effectiveness of these principles and their co-operation in establishing them in practice;

Therefore His Excellency the Governor General in Council, on the recommendation of the Minister of Labour (made on the advice of the Interdepartmental Committee on Labour Co-ordination, unanimously concurred in by the National Labour Supply Council), is hereby pleased, for the guidance of Boards of Conciliation set up under the Industrial Disputes Investigation Act in carrying out their duties, to direct attention to the principles enunciated in Order in Council P.C. 2685, June 19, 1940, which are hereby reaffirmed, and to approve the following principles of wartime wage policy applicable to conditions in industries coming within the purview of the Industrial Disputes Investigation Act, as extended by P.C. 3495, November 7, 1939, viz.:—

(1) Minimum wage standards established by provincial law or regulation shall be regarded as minimum standards only.

(2) Wage rates established and in effect at the date hereof ought not to be reduced by reason of any principle herein set out.

(3) Wage rate levels established by agreement or practice in any industry or trade, nationally or locally during the period 1926-29, or higher levels established thereafter but prior to the date hereof, shall be considered generally fair and reasonable except that where it is clearly shown that exceptional circumstances during that period resulted in depressed and sub-normal, or unduly enhanced or abnormal, wages in a particular industry, trade, or locality, a Board may adjust such rates to what it considers fair and reasonable under such circumstances.

(4) In cases where it is shown to the satisfaction of a Board that the wage levels of 1926-29 if restored would be out of alignment (in being higher than the present prevailing rates) it shall be accepted as reasonable by such Board that increases in wages granted in any calendar year shall be limited to 5 per cent of the prevailing rates.

(5) To assure the workers that, while they are called upon to share in such sacrifices as the war may make necessary for the whole nation, their basic standard of living will not be impaired

by any unavoidable increases in the cost of living, a wartime cost-of-living bonus, independent of basic wage rates, may properly be paid. In the determination of such a bonus, the following points should be observed:

- (i) Changes in the cost of living should be measured by the new Cost of Living Index prepared by the Dominion Bureau of Statistics in co-operation with the Department of Labour and the Wartime Prices and Trade Board, with such adjustments as regional requirements might indicate to be justified.
- (ii) The bonus should be determined at intervals not more frequently than quarterly and paid in the first instance only if the cost of living has risen by as much as 5 per cent since August, 1939, or since the time of any wage increase subsequent to that date; thereafter the bonus should be adjusted only if the cost of living has risen by 5 per cent or more since the last previous determination of a bonus payment; the bonus should be decreased only in case the cost of living has decreased by 5 per cent or more since the last previous determination of a bonus.
- (iii) Bonus should be a flat amount per hour or per week uniform for all workers and calculated to protect the worker against increases in the cost of basic necessities of life.
- (6) Under war circumstances the urgent need for increased volume and speed of production is a justification for special provisions covering shifts and hours of work. This should be brought about by mutual agreement and should be understood as applying only for the duration of the emergency. The health and safety of the workers to be safe-guarded.
- (7) In industries which must operate continuously or which cannot successfully be operated on a three-shift basis, arrangements should be made in any event to allow the workers at least one day's rest in seven, and such additional days of rest as may be necessary to ensure that a proper proportion of rest hours to work hours is maintained. Wherever such arrangements are made payment of overtime rates of pay should be adjusted to meet the conditions in a manner reasonable to both the employers and employees.
- (8) Whenever, in the interest of war production, any suspension is necessary of any existing condition of work established by practice or agreement, it shall be a condition of any such arrangement by which the suspension is effected, if the workers so desire the previously existing condition of work shall be restored on the termination of the emergency fully and without modification.
- (9) It shall be the duty of the Registrar of the Industrial Disputes Investigation Act to record such suspensions or departures from trade practices during the war with a view to facilitating measures to restore the same after the war as may be required.
- (10) In the case of any dispute in which a contract with a government department is involved, the Board of Conciliation and Investigation to which the dispute is submitted shall afford to the Department concerned the privilege of submitting to the Board a brief in writing as to the views of the Department on any matter touching the dispute.
- (11) It shall be the duty of any Board of Conciliation and Investigation to ensure that all agreements arrived at as a result of the deliberations of the Board shall be filed with the Department of Labour.

His Excellency in Council on the same recommendation, and under and in virtue of the War Measures Act (Chap. 206, R.S.C. 1927) is pleased to order and it is hereby ordered that all agreements negotiated during the war period shall conform to the principles enunciated herein and in the said Order in Council, of the 19th June, 1940—P.C. 2685.

His Excellency in Council is hereby pleased to direct that the report of any Board shall be at once communicated to the Minister of Labour who shall review the findings of such Board; and, to the extent which in his opinion the report deviates from the principles herein contained, shall direct a reconvening of the Board for reconsideration thereof.

On March 31, 1941, the Minister of Labour issued a memorandum of suggestions for the application of Order in Council P.C. 7440 by Boards of Conciliation and Investigation. The text of the memorandum is as follows:—

1. PURPOSE OF THE ORDER IN COUNCIL

The purpose of the Order in Council is to establish a uniform wage policy for Boards of Conciliation and Investigation by providing that, subject to certain exceptions stated in section 5 below, the highest wage rates generally prevailing and normally established for the different occupations in any given establishment during the period 1926-29 or any higher rates established thereafter but before December 16, 1940, shall be accepted as fair and reasonable, and that such wage rates may be supplemented by a separate bonus as the cost of living rises.

2. ADJUSTMENT OF WAGE RATES IN NORMAL CASES

(a) Subject to the exceptions stated in section 5 below, wage rates which are as high as or higher than the highest rates established during the period 1926-29 or thereafter may not be changed, but wage rates which are lower than the rates during that period may be increased up to that level.

(b) In comparing the wage rates of piece workers, account should be taken not only of the straight piece work rate but also of any applicable incentive bonus.

(c) The Order clearly indicates that comparison of existing wages with those of the period 1926-29 must be made on the basis of wage rates, not earnings. It definitely mentions wage rates and wage rate levels but makes no mention of *earnings* (Sections 2, 3 and 5). The principal question at issue, apart from the conditions referred to in sections 3 and 4, is whether present wage rates differ from those of the base period. Other considerations, such as guarantees of employment, or a longer or shorter work week, which may have obtained in the 1926-29 period but are no longer in effect, have no import under the Order.

3. COST OF LIVING BONUS

(a) A cost of living bonus may be given to protect the worker not from increases in the cost of all his purchases but only from increases in the cost of the basic necessities of life. A flat bonus is therefore suggested because a bonus computed as a percentage of wage rates or earnings would favour the better paid workers, defeat the purpose of the Order by preventing that decline in the consumption of non-essential commodities which is required by war conditions and is necessary to prevent inflation.

(b) In view of the wide variations in the wage rates of individuals and occupational groups, if the bonus were determined independently in each industrial establishment or even each economic area, many arbitrary decisions would be involved and confusion would result. Therefore the following standard formula is suggested on the rough assumption that a wage of \$25 per week leaves a family practically no margin for expenditures on anything but the basic necessities of life:

When the Dominion Bureau of Statistics Index for the Dominion or for the region advances 5 per cent (1) full time workers might receive a maximum weekly bonus of \$1.25; (2) part-time workers would then receive an hourly bonus of \$1.25 divided by the normal weekly hours worked in the establishment in question; (3) male workers, under 21 years of age and female workers, if employed at basic rates of less than 50 cents an hour on jobs which by custom or practice are not ordinarily assigned to adult male workers, might receive a bonus of 5 per cent of their basic hourly rates (maximum \$1.25 per week). Proportional increases may, of course, be made in the bonus when the advance in the cost of living exceeds 5 per cent.

(c) The Order does not limit the bonus to instalments of 5 per cent or multiples thereof. It does direct, however, that bonuses may not be granted (1) unless three months have elapsed since the last wage adjustment or bonus determination and (2) unless the cost of living has risen by at least 5 per cent since the last previous determination of a bonus payment or wage adjustment.

(d) The Order does not preclude the granting of a wage increase (within the terms indicated) and a cost of living bonus simultaneously.

4. COMPUTATION OF CHANGES IN THE COST OF LIVING

(a) In most instances the new Cost of Living Index for the Dominion prepared by the Dominion Bureau of Statistics will be the medium for measuring changes in the cost of living. In special circumstances, however, regional indices prepared by the Dominion Bureau of Statistics may be used.

(b) If wage rates have not been increased since August, 1939, the change in the cost of living should be computed since August, 1939. If wage rates have been increased since August, 1939, the change in the cost of living should be computed since the date of the most recent increase in wage rates.

(c) In August, 1939, the index number of the cost of living was 100.8. A 5 per cent increase in the cost of living since August, 1939, would therefore be indicated by an increase of 5.04 points in the index number. In December, 1940, the index number was 108.0. A 5 per cent increase since December, 1940, would therefore be indicated by an increase of 5.4 points in the index number. The absolute change in the index number is, however, so close to the percentage change that for all practical purposes the absolute change in the index number may be taken as the percentage change in the cost of living. For example, the percentage change in cost of living between August, 1939, and December, 1940, may be taken as 7.2 per cent (108.0 minus 100.8) instead of 7.14 per cent (7.2 divided by 100.8).

5. ADJUSTMENT OF WAGE RATES IN EXCEPTIONAL CASES

(a) Regardless of whether present wage rates are less than, equal to or higher than the highest wage rates established during the period 1926-29 or thereafter, if it is shown that such highest rates were depressed or subnormal, a Board may recommend an increase to any level which it considers fair and reasonable.

(b) If present wage rates are equal to or higher than the highest wage rates established during the period 1926-29 or thereafter, but it is shown that such highest rates were unduly enhanced or abnormal, a Board may recommend that the present rates may be reduced to any level, not less than that prevailing on December 16, 1940, which it considers fair and reasonable.

(c) If present wage rates are less than the highest wage rates established during the period of 1926-29 or thereafter, but it is shown that such highest rates were unduly enhanced or abnormal, such highest rates need not be restored but a Board may recommend that the present rates be increased at a rate of not more than 5 per cent per year.

THIRTY-FOUR YEARS' OPERATIONS

Applications under the terms of the Industrial Disputes Investigation Act from its inception on March 22, 1907, to March 31, 1941, numbered 1,058, while 634 Boards of Conciliation and Investigation were established. A few of these boards dealt with two or more applications. In the cases in which boards were not granted settlements were effected by agencies other than those provided by the Industrial Disputes Investigation Act or it was found that the machinery of the statute could not be utilized. In only 44 cases was the cessation of work which threatened not averted, or the strike which had already been entered upon not ended, as a result of board procedure.

THE FISCAL YEAR 1940-1941

Eighty-two applications for the establishment of Boards of Conciliation and Investigation were received during 1940-41. Ninety-two applications appear in the record, however, proceedings in regard to ten applications having continued over from the preceding fiscal year. Approximately 51,000 employees were directly concerned in these disputes. The request of employees for increased wages and changes in working conditions and the attempt of unions to negotiate working agreements were the main causes of the disputes.

Forty boards were established, three of which dealt with two applications each, and two with three applications each. In addition two applications were referred to a board which had been established during the preceding fiscal year. Proceedings were also completed by seven boards established during the preceding fiscal year, which dealt with ten applications.

Two disputes were settled before the boards functioned. Thirty-four of the remaining 45 boards reported during the fiscal year. These 34 boards dealt with 43 disputes. Unanimous board reports were received in regard to 24 disputes, while majority and minority reports were presented respecting 19 disputes.

Twenty-eight disputes were settled as a result of board procedure, the settlements in three cases being based on recommendations contained in minority reports. Compromise settlements were effected in six disputes, in four cases by direct negotiations and in the two others through departmental mediation.

Boards' recommendations relative to six disputes were rejected by the employers concerned, and relative to three disputes by the employees affected. In two of the former and one of the latter cases strikes subsequently occurred.

When the fiscal year ended one board had been instructed by the Minister of Labour to reconvene, and in another case the result of the board's findings was not yet known.

The three strikes which were not averted as a result of board procedure involved (1) Canadian Vickers, Limited, and employees in its Industrial Department boiler shop, (2) Collingwood Shipyards, Limited, and its boilermakers, machinists and blacksmiths, and (3) H. F. McLean, Limited, and its plumbers, steamfitters, etc.

The establishment of boards was unnecessary with respect to 31 applications, 16 of the disputes having been settled through mediation of the Dominion Department of Labour, and 3 disputes through provincial mediation, while 2 disputes were adjusted by direct negotiations between the parties concerned. Six applications did not meet the statutory requirements and three applications related to Dominion Government employees, who do not come under the provisions of the statute. Consent to the establishment of a board was withheld by the employer in a case which fell outside the direct scope of the statute.

Five applications had just been received at the close of the fiscal year.

COMMISSIONERS APPOINTED

During the fiscal year, on the recommendation of the Minister of Labour and in accordance with Section 65 of the Industrial Disputes Investigation Act, commissioners were appointed under the provisions of Part I of the Inquiries Act as follows:—

(1) On October 18, 1940, His Honour Judge Albert Constantineau, Judge of the County Court for the Counties of Prescott and Russell, Ontario, was appointed a Commissioner to inquire into a dispute between Courtaulds (Canada) Limited, Cornwall, Ont., and its employees, members of the United Textile Workers Federal Local Union No. 3. In connection with this dispute a strike of approximately 1,700 employees had occurred on September 26, 1940. As a result of mediation by an officer of the Department of Labour, work had been resumed on the following day on the understanding that the dispute would be the subject of direct negotiations between the parties concerned. These negotiations proved unsuccessful and the Commissioner was appointed to inquire into the dispute, which related to the refusal of the company to dismiss an employee whom the union contended should be dismissed for cause. The report of the Commissioner was received on October 23, 1940. The investigation disclosed that the dispute had originated in connection with an alleged assault by one Louis Cinquini on one of his fellow-workers. The management had taken disciplinary action against Mr. Cinquini by suspending him from work for a short period but the union claimed that he should be dismissed from his employment. The Commissioner recommended that Mr. Cinquini be not dismissed but be reinstated in his employment since no sufficient justification to warrant his dismissal had been disclosed and since, in the Commissioner's opinion, the suspension constituted ample punishment for the offence committed. The Commissioner's report concluded with a further recommendation that Mr. Cinquini be immediately dismissed in the event that he should in the future commit any reprehensible act.

(2) On February 24, 1941, the Honourable Mr. Justice M. B. Archibald, of the Supreme Court of Nova Scotia, Halifax, N.S., was appointed a Commissioner to inquire into the causes of lack of capacity production of the coal mines in the Minto-Chipman district of the Province of New Brunswick and to make such recommendations as in his opinion might serve to bring the coal mines in the district into full production and maintain such production for the duration of the war. Representations had been received concerning serious curtailment in the production of coal in the Minto-Chipman district due to absenteeism, sporadic strikes, and other causes arising out of management and employee action. The Commissioner's report had not been received at the end of the fiscal year.

(3) On February 27, 1941, a Commission was appointed to act as a tribunal to deal with disputes between various coal mining companies in the Province of Nova Scotia and their employees, members of District 26, United Mine Workers of America. The tribunal functioned in accordance with the following recommendation of the Board of Conciliation and Investigation which, during 1940,

inquired into differences between the Dominion Coal Company, Limited, and its employees, members of District 26, United Mine Workers of America: "that between December 1 and December 15, 1940, the parties agree on a tribunal to which they would refer the matter of a new contract if unable to negotiate one themselves, and that the parties should commence the negotiations themselves on a new contract on January 5, 1941, and if unable to agree refer the matter to the tribunal already named on January 15, 1941, for final disposition, if possible, before the 1st day of February, 1941." At a conference held in Halifax, N.S., on December 12, 1940, attended by officials of the Dominion and Nova Scotia Departments of Labour and representatives of the coal mine operators in Nova Scotia and of District 26, United Mine Workers of America, it was agreed between the union officials and the representatives of the Dominion Coal Company, Limited, and of the Cumberland Railway and Coal Company, Limited, that the same persons who constituted the aforementioned Board of Conciliation and Investigation, namely, the Honourable Mr. Justice C. P. McTague, chairman, Mr. Ralph P. Bell and Professor F. R. Scott, should act as the tribunal to settle the terms of a new contract if the operators and the employees should have failed to reach an agreement on or before January 15, 1941. In addition, at the Halifax conference, the union officials and the representatives of the Acadia Coal Company, Limited, and of the Old Sydney Collieries, Limited, agreed that in the event of their failure to reach accord on wage contracts the differences would be referred to the same tribunal (see page 48). Negotiations between the union officials and the representatives of the four companies having proven unsuccessful, the matters in dispute were accordingly referred to the tribunal, composed of Mr. Justice McTague, chairman, Mr. Bell and Professor Scott. The report of the tribunal was received on March 8, 1941. The tribunal recommended that the interested parties execute agreements providing for certain increases and adjustments in wage rates, the payment of wartime cost-of-living bonuses, the writing off of all the debts owing to two of the companies by certain employees for rent and coal, and the provision of free rent and coal to all employees enlisted in the armed services or their families. The parties subsequently signed agreements giving effect to the award of the tribunal.

(4) On March 24, 1941, Mr. W. H. Furlong, K.C., Windsor, Ont., was appointed a Commissioner to inquire into a dispute between the Chrysler Corporation of Canada, Limited, Windsor, and certain employees, members of Local 195, United Automobile Workers of America, in connection with which an application for the establishment of a Board of Conciliation and Investigation had been received on February 19, 1941 (see page 73). The Commissioner's report had not been received at the end of the fiscal year.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT

The tables here presented are arranged in several divisions, viz.: (i) showing proceedings by industries concerned during the fiscal year 1940-41; (ii) showing proceedings by industries concerned from March 22, 1907, to March 31, 1941; (iii) showing by fiscal years, 1907-41, number of disputes dealt with; (iv) showing by calendar years, 1907-41, number of disputes dealt with; and (v) summarizing operations under the statute for the fiscal year ending March 31, 1941.

I. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1940,
TO MARCH 31, 1941

Industries affected	Number of applications for boards	Number of boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work:—			
(1) Mining—			
Coal.....	2	1	0
Metal.....	2	1	0
(2) Transportation and communication—			
Steam railways.....	9	1	0
Street and electric railways.....	4	1	0
Motor transportation.....	8	2	0
Shipping.....	1	2	0
Telephones.....	1	0	0
(3) Miscellaneous—			
Light and power and waterworks.....	3	3	0
Elevators.....	1	0	0
(4) War work.....	54	23	3
II. Disputes not falling clearly within the scope of the Act.....	7	1	0
	92*	40†	3

* Including 10 applications carried over from preceding year.

† Three boards dealt with two applications each, and two with three applications each; also two boards were established on one application. In addition two applications were referred to a board which had been established during the preceding fiscal year.

Proceedings under the Act during 1940-41 include ten cases in which certain proceedings had taken place during the preceding year, while on March 31, 1941, results were still pending in connection with twenty applications.

II. TABLE SHOWING PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907,
TO MARCH 31, 1941

Industries affected	Number of applications for boards	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work:—		
(1) Mining and smelting—		
Coal.....	108	13
Metal.....	23	5
Asbestos.....	1	0
Salt.....	2	1
(2) Transportation and communication—		
Steam railways.....	268	7
Street and electric railways.....	157	7
Motor transportation.....	25	0
Express.....	14	1
Shipping.....	69	0
Telegraphs.....	36	1
Telephones.....	13	0
(3) Miscellaneous—		
Light and power and waterworks.....	67	3
Elevators.....	14	0
(4) War work.....	84	4
II. Disputes not falling clearly within the direct scope of the Act.....	177	2
Total.....	1,058	44

III. TABLE SHOWING BY FISCAL YEARS, 1907-1941, NUMBER OF DISPUTES DEALT WITH

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	1924-1925	1925-1926	1926-1927	1927-1928	1928-1929	1929-1930	1930-1931	1931-1932	1932-1933	1933-1934	1934-1935	1935-1936	1936-1937	1937-1938	1938-1939	1939-1940	1940-1941	Total
Number of applications.	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	19	4	19	23	22	23	23	20	13	17	16	27	21	29	31	50	82	1,058
Number of boards granted.....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	9	0	11	11	13	14	10	6	10	11	2	7	12	7	15	15	40	634
Number of disputes where strikes not averted (or ended).....	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	2	0	1	0	0	0	1	0	0	0	0	0	0	1	0	0	0	2	3	44

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in Table I. A closer examination, however, will show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during that period. The figures of the yearly statement include, therefore, disputes carried over from the previous year which were counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken only of the number of applications received during each year.

IV. TABLE SHOWING BY CALENDAR YEARS, 1907-1941, NUMBER OF DISPUTES DEALT WITH

	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939	1940	†1941 3 mos.	Total
Number of ap- plications....	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	22	4	14	26	25	21	22	19	16	16	18	23	23	24	33	44	66	28	1,058
Number of boards granted	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	9	13	13	10	6	8	12	4	7	10	9	13	12	32	13	634	
Number of dis- putes where strikes not averted (or ended).....	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	0	0	1	0	0	1	0	0	0	0	0	0	1	0	0	2	3	1	44	

* The act became law on March 22, 1907, so that the proceedings cover nine months only.

† To the end of the fiscal year, March 31.

(The remark following Table III applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

1. Appointed by the Minister, under Section 9, Subsection (a), of the I. D. I. Act, on recommendation of the party concerned.
2. Appointed by the Minister, under Section 9, Subsection (b), of the I. D. I. Act, in the absence of a recommendation from the party concerned.
3. Appointed by the Minister, under Section 9, Subsection (c), of the I. D. I. Act, on the joint recommendation of the two members first appointed.
4. Appointed by the Minister, under Section 9, Subsection (d), of the I. D. I. Act, in the absence of a joint recommendation from the two members first appointed.

I. MINES, AGENCIES OF TRANSPORTATION AND COMMUNICATION, AND OTHER PUBLIC SERVICE UTILITIES

(1) MINING
COAL MINES

Date of receipt of application	Parties to dispute	Party making application	Locality	Approx. number of persons affected	Nature of dispute	Names of members of board, (c) chairman; (a) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
May 6, 1940	Acadia Coal Company, Limited, and its employees, members of the United Mine Workers of America, District 26.	Employees....	Stellarton, N.S.	1,250 dir.....	Employees' request for increased wages and certain changes in hours of labour and working conditions.			July 17, 1940	One Board dealt with these two applications. In each case the Board's report was signed by all three members, although Mr. Muise dissented from the Board's recommendation respecting continuation of the basic wage scale. The Board found that the employers' financial position did not warrant an increase in wages and recommended that the parties sign an agreement incorporating the existing wage scale, the wage rates to be revised if and when funds should become available. Mr. Muise considered that a measure of assistance should be granted by the provincial and municipal authorities in order that wage rates might be increased. The Board also recommended that steps be taken to eliminate absenteeism and unauthorized stoppages. Finally, the Board recommended cancellation of all arrears owing the company for rent and for coal up to May 31, 1940. The Board's recommendations were not acceptable to the employees. In December, 1940, it was decided to refer the question of a wage agreement to a tribunal, which, under the chairmanship of Hon. Mr. Justice C. F. McLaughlin, was dealing with wage rates of other coal mining companies in Nova Scotia (see page 45).
May 6, 1940	Old Sydney Collieries, Limited, and its employees, members of the United Mine Workers of America, District 26.	Employees....	Sydney Mines, N.S.	1,800 dir.....	Employees' request for increased wages and certain changes in hours of labour and working conditions.	Hon. Mr. Justice W. H. Harrison, (C) 4; Lionel A. Forsyth, K.C., (E) 1; P. G. Muise, (M) 1.	June 25, 1940	July 17, 1940	

METAL MINES

Dec. 8, 1939	Teck-Hughes Gold Mines, Limited, and its underground miners, millmen, mechanics, surface workers, steel sharpeners, hoistmen, cage tenders, etc.	Employees...	Kirkland Lake, Ont.	630 dir.; 600 indir.	Employees' request for union recognition and wage increases to offset any increase in the cost of living.	Hon. Mr. Justice W. M. Martin, (C) 4; G. C. Bateman, (E) 1; J. L. Cohen, K.C., (M) 1.	Feb. 26, 1940	June 8, 1940	<p>The Board found insufficient justification for the employer's refusal to recognize the union (Local 300) of the International Union of Mine, Mill and Smelter Workers. It also recommended that consideration of the wages question be deferred until additional information could be secured and that the parties give some consideration to the subject of employees' welfare, including payment of wages for holidays. The report was unanimous, except for Mr. Bateman's dissent from the finding with regard to union recognition. The Board's recommendations were accepted by the employees but rejected by the employer.</p>
Oct. 30, 1940	Sullivan Consolidated Mines, Limited, and its employees being members of Lodge 3, Sullivan, le Syndicat des Mineurs de l'Abitibi, Incorporé.	Employees...	Sullivan (Abitibi District), P.Q.	285 dir; 2,000 indir.	Employees' request for reinstatement of workmen alleged to have been dismissed on account of union activities, a wage increase of 10% upon recognition, freedom in the selection of a medical examiner and cessation of the employer's alleged non-compliance with provincial mining regulations.	His Honour Judge Albert Constantineau, (C) 4; Paul D'Aragon, (E) 1; Guy Valiquette, (M) 1.	Nov. 22, 1940	Jan. 15, 1941	<p>The report of the Board was unanimous. The dispute respecting dismissals was settled in a manner satisfactory to both parties. The Board was not of the opinion that basic wage rates should be increased but recommended payment of wartime cost-of-living bonuses. The employees did not press their demand for union recognition and both parties accepted the Board's proposal that the employer recognize a permanent committee of five employees. The Board was not in favour of the employees' having the choice of their own physician but recommended that the Provincial Government appoint a specialist in radiography whose opinion would be binding on all parties. The Board found no support for the employees' claim that the employer had not complied with provincial mining regulations. The Board's recommendation with respect to the payment of wartime cost-of-living bonuses was subsequently implemented.</p>

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(2) TRANSPORTATION AND COMMUNICATION

STEAM RAILWAYS

Date of receipt of application	Parties to dispute	Party making application	Locality	Approx. number of persons affected	Nature of dispute	Names of members of board: (c) chairman; (a) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
May 18, 1939	Canadian National Railways and its sleeping car porters, members of Division No. 136 of Canadian Brotherhood of Railway Employees.	Employees...	Winnipeg, Man...	100 dir.; 100 indir.	Against certain changes made in assigned runs between Winnipeg and Flin Flon, and Regina, involving increased hours of service for sleeping car porters.	Hon. Mr. Justice Louis Couston (C) 3; F. C. Dobell, (E) 1; Edward H. Crawford, (M) 1.	Jan. 26, 1940	Mar. 9, (three reports); April 19, 1940	The Board originally presented three separate reports, one signed by each member. As these reports were in certain respects ambiguous, the Board was instructed to reconvene. The final report of the Board was signed by the chairman and Mr. Crawford, a minority report being submitted by Mr. Dobell. The Board held that the employing company had violated the terms of the existing agreement, as alleged by the employees, and recommended that the company rescind the changes which had been put into effect and compensate one employee for part of the time lost by him through the change in his assignment. Mr. Dobell, on the other hand, was of the opinion that there had been no infringement of the agreement and dissented from these recommendations. The Board was unanimous, however, in suggesting that the existing agreement be revised at the first opportunity so as to give the company a limited and reasonable discretion in the assignment of employees to runs and that in future the company give prior notice of intended changes in runs or establishment of new runs. Subsequently the parties reached a settlement of the matters in dispute.
June 7, 1939	Canadian National Railways (Sleeping and Dining Car Services) and its sleeping car conductors and porters, members of the Canadian Brotherhood of Railway Employees.	Employees...	Ontario and Quebec.	250 dir.; 550 indir.	Against changes in certain sleeping and parlour car runs resulting in increased hours of service for certain employees and loss of employment to others.				

Sept. 14, 1939	Toronto Terminals Railway Company and its "Red Cap" messengers being members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees' request to His Honour Judge John T. Mulcahy, (C), 4; Victor A. Sinclair, K.C., (E); Hon. James Murdock, (M) 1.	June 8, June 8, 1940	The report of the Board was signed by the chairman and Senator Murdock, a minority report being submitted by Mr. Sinclair. The Board was of the opinion that the applicants had established their status as employees and that the existing regulations would serve as an adequate basis for an agreement covering working conditions. The Board recommended a minimum basic wage of \$10 per month less than \$25 per month in addition to continuation of the right to accept gratuities from the traveling public. Mr. Sinclair contended that the applicants were not employees but concessionaires, and recommended against any change in their status. The Board's recommendations were acceptable to the applicants but not to the management which, however, stated its willingness to meet with a committee representing the workers involved with a view to discussing adjustments in the existing regulations.
May 6, 1940	Sydney and Louisburg Railway Company and its employees being members of District 26, United Mine Workers of America.	Employees' request for increased wages and certain changes in working conditions and hours of labour.	May 6, 1940	A protest against the establishment of a Board was made on behalf of the Brotherhood of Locomotive Engineers and the Brotherhood of Locomotive Firemen and Engineers, it being contended that the employees concerned (Glacé Bay roundhouse employees and other classifications) desired them in any negotiations with the company. A vote taken under the supervision of the Department of Labour, with scrutineers from the United Mine Workers of America and the two railway brotherhoods present, showed that a majority of the employees concerned desired that the Brotherhood of Locomotive Engineers and the Brotherhood of Locomotive Firemen and Engineers should be recognized as the bargaining agency on behalf of the employees. An agreement, effective July 3, 1940, was subsequently consummated with these railway brotherhoods.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(2) TRANSPORTATION AND COMMUNICATION—Continued

STEAM RAILWAYS—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	Approx. number of persons affected	Nature of dispute	Names of members (c) chairman; (E) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
May 22, 1940	Algoma Steel Corporation, Limited, and its engineers, firemen, conductors, and brakemen engaged in switching service, members of the Brotherhood of Locomotive Firemen and Enginemen and the Brotherhood of Railroad Trainmen, respectively.	Employees....	Sault Ste. Marie, Ont.	125 dir.....	Employees' request for revision of wage rates.	On June 20, 1940, this dispute was referred to the Board already established to deal with a dispute between the same company and its steel workers (see page 75), George B. Bagwell, (M) 1, being appointed, however, in substitution for Charles Beattie.	.....	July 29, Aug. 7, 1940	The chairman and Mr. Spencer could find no justification for revising the rates of wages paid to the transportation employees, but recommended that the latter be considered as maintenance employees and receive the same increases. In a minority report, Mr. Bagwell recommended that these employees receive the standard railway rates of pay. Subsequently the parties negotiated a settlement based upon Mr. Bagwell's minority report.
June 12, 1940	Canadian National Railways and its freight handlers on the Montreal Wharf, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	Montreal, P.Q.	300 dir.....	Employees' request for revision of existing agreement to provide for increased rates of pay and changes in classification of checkers.				The report of the Board was signed by the chairman and Mr. Cohen. The Board recommended an increase in wages of 4c. per hour, being the balance of an increase of 7c. per hour recommended by a Board of Conciliation and Investigation in 1938, of which 3c. per hour was granted at the time. The Board recommended against a further increase of 8c. per hour requested by the employees and against a request for revision of classification of checkers. In a minority report Mr. Collins recommended that no wage increase be granted and that the prevailing seniority system be replaced by a system of rotation. The Board's recommendations were acceptable to the employees but unacceptable
June 25, 1940	Canadian Pacific Railway Company and its freight handlers on the Montreal Wharf, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees....	Montreal, P.Q.	350 dir.....	Employees' request for revision of existing agreement to provide for increased rates of pay and changes in classification of checkers.	His Honour Judge J. J. Coughlin, (C) 4; Frederick T. Collins, K.C., (E) 1; J. L. Cohen, K.C., (M) 1.	Aug. 9, 1940	Sept. 26, Sept. 28, 1940	

to the employers. Subsequently negotiations, in which officials of the Department of Labour participated, resulted in a settlement of the dispute.

Proceedings unfinished at the close of the fiscal year.

Proceedings unfinished at the close of the fiscal year.

15,000 dir.

Employees' request for uniform minimum rates of pay for certain specified positions, a general increase of 10% in basic rates of pay, and payment of wartime cost-of-living bonuses.

Throughout Canada.

Canadian National Railway and its clerks, freight handlers, etc., members of the Canadian Brotherhood of Railway Employees and Other Transport Workers.

Mar. 24, 1941

800 dir.

Employees' request for payment of wartime cost-of-living bonuses.

Throughout Canada.

Canadian National Railway and its sleeping and dining car employees, members of the Canadian Brotherhood of Railway Employees and Other Transport Workers.

Mar. 25, 1941

STREET AND ELECTRIC RAILWAYS

172 dir.;
12 indir.

Company's refusal to restore in full the wage rates of 1929 as recommended by a Board of Conciliation and Investigation in April, 1937; also employees request that annual vacation leave with pay be increased from three days to one week.

His Honour Judge J. J. Coughlin, (C) 4; Waldon Lawr, K.C., (E) 1; Oliver William Durdin, (M) 1.

Mar. 11, 1940

May 8, May 8, 1940

The report of the Board, signed by the chairman and Mr. Lawr, recommended wage increases of 3c. per hour for street car and motor bus operators and of 1½c. per hour for shopmen and trackmen receiving less than 55c. per hour. It was also recommended that every employee be granted annually one week's continuous vacation with pay. In a separate report Mr. Durdin made identical recommendations but expressed the view that the company should put into effect additional increases in wage rates as soon as possible. On May 14, 1940, the parties entered into an agreement incorporating the Board's recommendations.

Feb. 7, 1940

London Street Railway Company and its motormen-conductors, bus operators, shopmen, barmen and trackmen, members of Division 741, Amalgamated Association of Street and Electric Railway and Motor Coach Employees of America.

Employees ...

London, Ont.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(2) TRANSPORTATION AND COMMUNICATION—Continued

STREET AND ELECTRIC RAILWAYS—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	Approx. number of persons affected	Nature of dispute	Names of members (c) chairman; (e) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
June 24, 1940	Montreal Tramways Company and certain of its bus chauffeurs, members of Division 210, Canadian Brotherhood of Railway Employees and Other Transport Workers.	Employees...	Montreal, P.Q.	320 dir.....	Employees' request for union recognition and a separate agreement providing for increased wages and improved working conditions.	Hon. Mr. Justice J. G. Gillanders (C); F. C. Dobell (E); (died, February 1941); Lucien Gendron, K.C.; (E); J. L. Cohen, K.C., (M) 1.	Oct. 2, 1940	Oct. 17, 1940 (interim); Jan. 23, 1941	The interim report of the Board was unanimous. The Board requested the Registrar of Boards of Conciliation and Investigation to take a secret ballot among the employees in order to determine whether they wished to be represented by the union for purposes of collective bargaining. The ballot revealed a majority (211-73) to be in favour of representation by the union. The report of the Board was also unanimous. As the principal matter in dispute was the employees' request for a separate agreement and as a new agreement with the company had recently been negotiated by a committee elected by the employees at large, the Board recommended that consistent use be made of the provincial legislation under which the agreement had been drafted. In February, 1941, the application to the provincial authorities for ratification of the aforementioned agreement with the employees at large was withdrawn. At the employees' request, on March 19, 1941, the Minister asked the chairman to reconvene the Board for the purpose of giving further consideration to the matter in the light of the changed circumstances. Proceedings unfinished at the close of the fiscal year.
Sept. 6, 1940	Winnipeg Electric Company and certain of its employees, members of the Truckmen's Unit, One Big Union.	Employees...	Winnipeg, Man.	114 dir.; 1,580 indir.	Employees' protest against promotion of a junior man to the position of truck driver.	.....	.....	.....	A settlement was reached as a result of mediation by officials of the Department of Labour and the application was withdrawn.

Mar. 14, 1941	Hull Electric Company and its employees, members of Division 551, Amalgamated Association of Street, Electric Railway and Motor Coach Employees of America.	Hull, P.Q.....	55 dir.; 30 indir.	Employees' request for increased wages and improved working conditions.	Proceedings unfinished at the close of the fiscal year.
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MOTOR TRANSPORTATION

June 26, 1940	Provincial Transport Company and its employees, members of the Amalgamated Association of Street, Electric Railway and Motor Coach Employees of America.	Montreal, P.Q..	140 dir.; 75 indir.	Employees' request for recognition of union as collective bargaining agency and for increased wages.	As a result of prolonged negotiations, in which officials of the Department of Labour assisted, the parties reached a settlement of the dispute without recourse to board procedure.
Aug. 3, 1940	Smith Transport, Limited, and certain of its employees, members of Local 670, International Brotherhood of Teamsters, Chauffeurs, Stablenmen and Helpers.	Toronto, Ont. . .	255 dir.	Employees' request for union agreement respecting wages, hours of labour, and other working conditions.	A Board was not established, as it was not clear that a dispute existed within the meaning of the statute.
Oct. 18, 1940	Martin Transports, Limited, and certain of its employees, members of Locals 193, 670 and 21, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers.	Ontario and Quebec.	325 dir.	Employees' request for union agreement respecting wages, hours of labour and working conditions.	A Board was not established, as the application was not supported by a majority of the employees concerned.
Nov. 5, 1940	Toronto-St. Catharines Transport, Limited, and Direct-Winter Transport (owned and operated by Terminal Warehouses, Limited) and their employees, members of Locals 670 and 21, International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers.	Southwestern Ontario.	280 dir.	Employees' request for union agreement embodying increased rates of pay and changes in hours of labour and other working conditions.	The dispute between Toronto-St. Catharines Transport, Limited, and its employees was settled as a result of the mediation of an official of the Ontario Department of Labour. The dispute between Direct-Winter Transport and its employees subsequently was settled as a result of the mediation of an official of the Dominion Department of Labour.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(2) TRANSPORTATION AND COMMUNICATION—Continued

MOTOR TRANSPORTATION—Concluded

Date of receipt of application	Parties to dispute	Party making application	Locality	Approx. number of persons affected	Nature of dispute	Names of members of board, (c) chairman; (e) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Dec. 2, 1940	Guelph Transportation Commission and its bus operators, garage mechanics, etc., members of Division 1189, Amalgamated Association of Street, Electric Railway and Motor Coach Employees of America.	Employees...	Guelph, Ont....	20 dir.; 2 indir.	Employees' request for union agreement embodying increased rates of pay and improved working conditions.	.....	.....	.....	A settlement was reached as a result of mediation of the Department of Labour and the application was withdrawn.
Jan. 2, 1941	National Cartage and Storage, Limited, and its employees, members of Division 253, Canadian Brotherhood of Railway Employees and Other Transport Workers.	Employees...	Winnipeg, Man..	52 dir.; 20 indir.	Employees' request for revision of existing agreement to provide for increased wages, the payment of time and one-half for overtime work and vacations with pay.	His Honour Judge L. P. Roy, (C) 3; H. V. Hudson, K.C., (E) 1; E. H. Crawford, (M) 1.	Mar. 22, 1941	.....	Proceedings unfinished at the close of the fiscal year.
Jan. 3, 1941	The Manitoba Cartage and Warehousing Company, Limited, and its employees, members of Division 253, Canadian Brotherhood of Railway Employees and Other Transport Workers.	Employees...	Winnipeg, Man..	48 dir.; 19 indir.	Employees' request for revision of existing agreement to provide for increased wages, the payment of time and one-half for overtime work and vacations with pay.	J. W. Morrison, K.C., (C) 3; E. K. Williams, K.C., (E) 1; E. H. Crawford, (M) 1.	Mar. 24, 1941	.....	Proceedings unfinished at the close of the fiscal year.
Mar. 3, 1941	Martin Transports, Limited, and its employees, members of the Canadian Brotherhood of Railway Employees and Other Transport Workers.	Employees...	Ontario and Quebec.	400 dir.....	Employees' request for increased wages and improved working conditions.	.....	.....	.....	Proceedings unfinished at the close of the fiscal year.

SHIPPING

Mar. 20, 1940	Various ocean steamship companies, represented by The Shipping Federation of Canada, Inc., and their long-shoremen, members of Local 375, International Longshoremen's Association.	Employers	Montreal, P. Q.	2,600 dir.	Employees' request for increased wages, reduced hours and various changes in working conditions.	Hon. Mr. Justice John G. Gillanders, (C) 4; F. Curzon Dobell, (E) 1; Raoul Trepanier, (M) 1.	April 12, 1940	April 27, 1940	The report of the Board was unanimous. The Board recommended a wage increase of 8 cents per hour and submitted a draft agreement covering all matters in dispute. The parties subsequently signed an agreement based on the Board's recommendations.
	Various steamship companies and the unionized personnel in their employ, represented by the Canadian Seamen's Union.	.....	Great Lakes and St. Lawrence River.	6,000 dir.	Employees' request for union agreement providing for closed shop, increased wages, additional crew members, etc.	Hon. Mr. Justice C. P. McTague, (C) 3; Frank Wilkinson, K.C., (E) 1; J. L. Cohen, K.C., (M) 1.	April 22, 1940	June 28, (interim); July 25, (second interim); 1940; Jan. 23, 1941 (final)	The employees went on strike at the opening of the 1940 navigation season and returned to work after the Minister of Labour had established a Board on his own initiative. The Board's first interim report was accompanied by a copy of an agreement which had been entered into by the union and seven of the companies concerned. In its second interim report the Board recommended that the Department of Labour conduct a secret ballot among the employees of another company to ascertain whether they desired to be represented by the union for purposes of collective bargaining. The ballot revealed a large majority to be in favour of representation by the union and subsequently this company signed the union agreement. In its final report the Board recommended that the remaining companies likewise enter into signed agreements with the union. The agreements approved and recommended by the Board provided for union recognition, preferential hiring, grievance procedure, additions to crews, overtime and holiday pay, and wage increases retroactive to the opening of the 1940 navigation season. At the close of the fiscal year the Board's recommendations had not been accepted by the companies still involved in the dispute.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(2) TRANSPORTATION AND COMMUNICATION—Continued

TELEPHONES

Date of receipt of application	Parties to dispute	Party making application	Locality	Approx. number of persons affected	Nature of dispute	Names of members of board, (C) chairman; (E) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Feb. 10, 1941	Corporation of the City of Edmonton and electrical workers in its Telephone, Electric Light and Power Departments, members of Local "B", 1007, International Brotherhood of Electrical Workers.	Employees...	Edmonton, Alta.	85 dir.; 900 indir.	City Council's decision to institute a compulsory deduction from the salary of every civic employee effective February 1, for the purpose of contribution to charities.	.....	.....	.....	Following mediation by an official of the Department of Labour a satisfactory settlement was reached and the application was subsequently withdrawn.

(3) MISCELLANEOUS

LIGHT AND POWER AND WATERWORKS

Feb. 12, 1940	Quebec Power Company and its operators, linemen, patrolmen and metermen, members of Local "B", 1106, International Brotherhood of Electrical Workers (Metermen were withdrawn from the application on May 9, 1940.)	Employees...	Quebec, P.Q....	34 dir.; 30 indir.	Employees' request for deletion of certain words which they claimed to be inconsistent, in the clause relating to overtime in the existing agreement; also a change in the number of hours worked by patrolmen.	Wilfrid Edge, (C) 3; Wilbrod Bherer, (E) 1; Joseph Matte, (M) 1.	July 3, 1940	Aug. 15, 1940	The report of the Board was unanimous and was accompanied by a signed agreement covering the matters in dispute. The new agreement provided that employees be paid on an hourly basis, with time and one-half for all overtime. The patrolmen's request for reduced working hours was met by a rearrangement of their work schedules, resulting in an average work-week of 32 hours with a greater number of off-days.
May 18, 1940	The Consumers' Gas Company of Toronto and its production and distribution workers, members of the National Union of Domestic and Industrial Gas Workers.	Employees...	Toronto, Ont....	700 dir.....	Employees' request for union agreement embodying increase of 10 cents per hour in wage rates and changes in hours of labour and other working conditions.	Hon. Mr. Justice C. P. McTague, (C) 3; Victor A. Sinclair, K.C., (E) 1; J. L. Cohen, K.C., (M) 1.	July 4, 1940	Oct. 8, 1940	The Board was established to cover the distribution workers only, and subsequent investigation by an official of the Department of Labour revealed that the application was not supported by a majority of the production workers. The report of the Board was unanimous. As a result of negotiations arranged by the Board, the company and its distribution workers reached an agreement, which provided for an increase in wages of 5 cents per hour.

Proceedings unfinished at the close of the fiscal year.

Mar. 22, 1941

Hon. Mr. Justice A.-I. Wilfred Blarney, (B) 1; J. A. McClelland, (M) 1.

Employees' request for renewal of existing agreement to provide for increased wages and proper application of the classification of employees.

39 dir.

Quebec, P.Q.

Employees ...
and its operators, firemen and patrolmen, members of Local 1106, International Brotherhood of Electrical Workers.

Feb. 5, 1941

ELEVATORS

Officials of the Department of Labour arranged further negotiations between the parties and a settlement was reached without recourse to board procedure.

Mar. 22, 1941

Hon. Mr. Justice A.-I. Wilfred Blarney, (B) 1; J. A. McClelland, (M) 1.

Employees' request for revision of existing agreement to provide for increased wages and changes in working conditions.

70 dir.

Kingston, Ont.

Employees ...
Kingston Elevator Company, Limited, and its employees, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.

June 11, 1940

(4) WAR WORK

With the Board's assistance, the parties negotiated a closed shop union agreement respecting wages, hours of labour and the working conditions. A copy of the signed agreement was attached to the Board's unanimous report. The employees withdrew their complaint regarding the alleged wrongful dismissal of one of their number and the Board made no recommendation in this connection.

April 1, 1940

T. Louis McClelland, (C) 3; L. M. Ritchie, (B) 1; James A. Whitelane, (M) 1.

Request of union for agreement providing increased wages and improved working conditions; also for reinstatement of employee (secretary of union) who was alleged to have been wrongfully dismissed.

190 dir.; 33 indir.

Saint John, N.B.

Employees ...
Canada Veneers, Limited, and its employees, members of Local 2533, United Brotherhood of Carpenters and Joiners of America.

Feb. 16, 1940

The Board was successful in adjusting many of the points in dispute and submitted unanimous recommendations with respect to the others. It found that the employer's financial position did not warrant an increase in basic wage rates, but recommended the payment of wartime cost-of-living bonuses. It also recommended that the union and the management sign an agreement based on the Board's findings. The Board subsequently reconvened at the request of the Minister, and in a supplementary report clarified certain recommendations. The Board's recommendations were accepted as a basis of settlement and an agreement was signed on October 4, 1940.

June 24, 1940 (supp.)

Hon. Mr. Justice Lucien Lamont, (C) 4; Major John S. Koper, K.C., (B) 1; Rev. Dr. Boyle, (M) 1.

Employees' request for union agreement embodying increased rates of pay and changes in working conditions.

4,000 dir.

Sydney, N.S.

Employer and Employees ...
Dominion Steel and Coal Corporation, Ltd., and employees in its Sydney Steel plant, members of Lodge 1004, Steel Workers Organizing Committee.

Mar. 26, 1940

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(4) WAR WORK—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of Board, (c) chairman; (b) employer; (a) men	Date of which board was constituted	Date of receipt of report of board	Result of reference
April 1, 1940	Burrard Dry Dock Company, Limited, and its machinists, fitters, specialists and helpers, members of Lodge 692, International Association of Machinists.	Employees...	North Vancouver, B.C.	50 dir.; 230 indir.	Employees' request for increased wages.				
April 9, 1940	Burrard Dry Dock Company, Limited, and its plumbers, pipefitters and helpers, members of Local 170, United Association of Journeymen Plumbers and Steamfitters of the United States and Canada.	Employees...	North Vancouver, B.C.	45 dir.; 300 indir.	Employees' request for increased wages.	Professor H. F. Angus (C) 3; W. D. McLaughlin (E) 1; Percy R. Bengough, (M) 1.	April 19, 1940	May 4, 1940	The report of the Board was unanimous. The Board recommended uniform basic wage scales, for duration of war and contracts incidental thereto, involving increased wages for machinists and plumbers and unchanged rates for sheet metal workers, together with payment of wartime cost-of-living bonuses. Agreements embodying the Board's recommendations were subsequently signed with the three groups of employees, effective May 1, 1940.
April 17, 1940	Burrard Dry Dock Company, Limited, and its sheet metal workers, members of Local 280, Sheet Metal Workers' International Association.	Employees...	North Vancouver, B.C.	35 dir.; 91 indir.	Employees' request for increased wages.				
April 3, 1940	Canadian General Electric Company, Limited, and its pattern makers, members of the Toronto Association of the Pattern Makers League of North America.	Employees...	Toronto, Ont.	11 dir.....	Employees' request for increase of 10 cents in the hourly wage rate.	Professor Norman A. MacKenzie (C) 4; V. A. Sinclair, K.C., (E) 1; John Munro, (M) 1.	May 6, 1940	June 17, 1940	The Board found the prevailing rate of wages for pattern makers in manufacturing shops in the Toronto area to have been 77 cents per hour on April 2, 1940, the date on which the employees had applied for the establishment of a Board, and in a unanimous report stated that by agreement of the parties a wage increase from 70 cents to 77 cents per hour would be made retroactive to the date of the employment of the pattern makers concerned.

April 6, 1940	Canadian Victrola, Limited, and the steel workers, mechanics, helpers and labourers employed in its Marine Department.	Employees.....	Montreal, P.Q.	600 dir.; 125 indir.	Employees' request for a general increase in wages of 15 cents per hour.	.....	.....	The application was withdrawn on April 25, 1940, the parties having reached an agreement providing for an increase in wages of approximately ten per cent, retroactive to April 1, 1940.
April 26, 1940	Steel Company of Canada, Limited, and its employees in its Canada Works plant, members of Local 1005, Steel Workers Organizing Committee.	Employees.....	Hamilton, Ont.	700 dir.....	Employees' request for union agreement embodying increased rates of pay and changes in hours of labour and other working conditions and for the reinstatement of certain employees alleged to have been dismissed because of their union membership and activities.	.....	.....	A Board was not established as it was not clear that the application was supported by a majority of the employees concerned.
April 29, 1940	Davie Shipbuilding and Repairing Company, Limited, and its employees, members of the Canadian Union of Boilermakers and Iron Shipbuilders, Local No. 3, chartered by the All-Canadian Congress of Labour.	Employees.....	Lauzon, P.Q.....	440 dir.....	Employees' demand for agreement providing for increased wages, certain changes in working conditions and recognition of union.	Hon. Mr. Justice J. G. Gillanders, (C) 3; F. Curzon Dobell, (E) 1; Jancré Ethier, K.C., (M) 1.	May 13, 1940 June 12, 1940	During the Board's sessions both parties bound themselves in writing to accept the Board's recommendations. Attached to the unanimous report of the Board was a schedule of regulations constituting the Board's recommendations. These regulations, effective from June 3, 1940, for the duration of the war, thereafter until the completion of contracts incidental thereto and thereafter subject to notice, covered wages, hours of labour and working conditions. Basic wage rates were to remain unchanged, but provision was made for the payment of wartime cost-of-living bonuses.
May 4, 1940	Dominion Wheel and Foundries, Limited, and its employees in its Foundry and Machine Shop members of Local 1080, Steel Workers Organizing Committee.	Employees.....	Toronto, Ont....	172 dir.....	Employees' request for union agreement embodying increased rates of pay and changes in hours of labour and working conditions.	J. L. Cohen, K.C., (M) 1.	.....	Before constitution of the Board was completed, officials of the Department of Labour succeeded in bringing about a settlement of the dispute.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(4) WAR WORK—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	Approx. number of persons affected	Nature of dispute	Names of members (c) chairman; (E) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
*May 9, 1940	Trenton Steel Works, Limited, and Eastern Car Company, Limited, and their employees; members of Local 1231, Amalgamated Association of Iron, Steel and Tin Workers of North America (Steel Workers Organizing Committee).	Employees...	Trenton, N.S....	1,625 dir.....	Employees' request for increased wages and the settlement of all grievances, and in the case of the Trenton Steel Works, Limited, an 8-hour day and a 44-hour week.	Professor N. A. MacKenzie, (C) 3; Russell McInnes, K.C., (E) 1; Drummond Wren, (M) 1.	June 12, 1940	Eastern Car: Aug. 8, 1940. Trenton: Aug. 8, 1940; Nov. 4, 1940; (Supp.)	The report of the Board in connection with the dispute between Trenton Steel Works, Limited, and its employees was signed by the chairman and Prof. MacKenzie. The Board recommended an increase of $7\frac{1}{2}$ per cent in hourly rates and tonnage piece rates, a basic minimum daily rate of \$3.20 per shift, an 8-hour day and a 44-hour week, the payment of a time cost-of-living bonus, improved sanitation and ventilation, the appointment of an independent arbitrator to deal with future grievances and the signing of a one-year contract incorporating the foregoing recommendations. Mr. Wren presented a minority report with respect to the question of wages. He recommended an increase of at least $12\frac{1}{2}$ per cent in hourly rates and tonnage piece rates, with even greater increases for machinists for whom he recommended well-defined classifications. On October 10 the Minister of Labour requested the chairman to reconvene the Board for the purpose of interpreting several clauses of the Board's report. The supplementary report of the Board was signed by the chairman and concurred in by Mr. Wren. It recommended that the wage increases be retroactive to March

11, 1940, Mr. McInnes presented a minority supplementary report, recommending that the increases be effective August 5, 1940. The Board was unanimous in its interpretation of the clause regarding the basic minimum data rate. The Board submitted a unanimous report in connection with the dispute between the Eastern Car Company, Limited, and its employees. The parties reached a substantial agreement before the Board on all matters except wage rates. The Board recommended a general wage increase of 12½ per cent, a basic minimum data rate of \$3.20 per shift, the payment of wartime cost-of-living bonuses, the appointment of an independent arbitrator to deal with future grievances, and the signing of a one-year contract incorporating the foregoing recommendations. In December, 1940, the parties to these disputes signed one-year contracts implementing the Board's recommendations.

The report of the Board was unanimous. As a result of further negotiations arranged by the Board, a settlement was reached of all matters in dispute between the Canadian Car and Foundry Company, Limited, and its employees, and a signed agreement was attached to the Board's report. The Board also succeeded in bringing about a settlement of all matters in dispute between Canadian Vickers, Limited, and its employees, with the exception of the scale of wages to be paid, and on this subject the Board made recommendations. Subsequently the parties signed an agreement based upon the Board's recommendations. Both agreements, effective July 1, 1940, provided for union recognition and increased rates of pay.

May 22, 1940	Canadian Car and Foundry Company, Ltd., and the tool-makers, jigmakers, machinists and specialists in the aeronautical division of its Plant, St. Charles Point. Members of Lodge No. 712, International Association of Machinists.	Employees...	Montreal, P.Q..	120 dir.....	Employees' request for an agreement covering wage rates and working conditions.	Hon. Mr. Justice M. B. Archibald, (C) 4. D. A. Paterson, (E) 1. J. A. McClelland, (M) 1.	June 19, 1940	July 13, 1940
May 22, 1940	Canadian Vickers, Limited, and the machinists and aircraft production workers in its Aircraft Division, members of Lodge 712, International Association of Machinists.	Employees...	Montreal, P.Q..	400 dir.....	Employees' request for an agreement covering wage rates and working conditions.			

* See also page 76.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(4) WAR WORK—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members (c) chairman; (e) employer; (x) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
May 25, 1940	John Inglis Company, Limited, and its boiler-makers, iron ship-builders, welders, machine hands and helpers, members of Local 637, International Brotherhood of Boiler-makers, Iron Shipbuilders, Welders and Helpers of America.	Employees...	Toronto, Ont...	140 dir.; 185 indir.	Employees' request for union agreement embodying increased rates of pay and a 44-hour week.	His Honour Judge G. F. Mahon, (C) 4; Fred J. Neale, (E) 1; Edgar Wm. Sinfield, (M) 1.	July 31, 1940	Aug. 21, 1940	The report of the Board was signed by the chairman and Mr. Sinfield. The Board recommended that union recognition be not granted, that a 44-hour week be instituted on January 1, 1941, that a higher wage scale be put into effect for a period of one year from August 1, 1940, and that an apprenticeship system be established. In a minority report Mr. Neale dissented from the Board's recommendations with respect to wages and hours. The Board's recommendations were acceptable to the employees but unacceptable to the employing company, which, however, subsequently put into effect certain wage increases retroactive to August 1, 1940, and further increases effective January 1, 1941.
June 24, 1940	Tip Top Tailors, Limited, and its office and clerical employees, members of the Office and Store Employees' Association, Federal Local 93, Trades and Labour Congress of Canada.	Employees...	Toronto, Ont...	120 dir.....	Employees' request for union recognition, increased wages, 44-hour week, time and one-half for overtime, seniority provisions, vacations with pay and reinstatement of four discharged workers.	.....	.....	.....	A Board was not established as it was not clear that the application was supported by a majority of the employees concerned.
June 24, 1940	Canadian Vickers, Limited, and employees in its Industrial Department boiler shop, members of the Inter-	Employees...	Montreal, P. Q...	150 dir.....	Employees' request for certain changes in wage rates, hours of labour and working conditions.	Hon. Mr. Justice M. B. Archibald, (C) 3; D. A. Paterson, (E) 1; John A. McClelland, (M) 1.	Aug. 26, 1940	Sept. 16, 1940	The report of the Board was signed by the chairman and Mr. McClelland. The parties had reached agreement before the Board on all matters except rates of pay and

national Brotherhood of Boilermakers, Iron Shipbuilders, Welders and Helpers of America.	June 27, 1940	Algoma Steel Corporation, Limited, and its machinists, members of Lodge 485, International Association of Machinists.	Employees...	Sault Ste. Marie, Ont.	52 dir.; 3,000 indir.	Employees' request for union agreement embodying increased rates of pay and changes in working conditions.	On July 6, 1940, this dispute was referred to the Board already established to deal with a dispute between the company and its steel workers (see page 75). George B. Bagwell, (M)1, was appointed, however, in substitution for Charles Beattie.	July 29, Aug. 7, 1940	The parties were agreed on all points covered by the proposed agreement with the exception of rates of pay. The chairman and Mr. Spencer could find no justification for dealing with the machinists on any different basis than other maintenance employees, and recommended that they receive the same increases as the other maintenance employees. In a minority report Mr. Bagwell recommended that the rate for machinists be increased to 75 cents per hour and this rate was subsequently adopted as a settlement of the dispute.	the Board recommended an increased scale of wages, effective August 15, 1940. In a minority report Mr. Paterson recommended against wage increases. The Board's recommendations were unacceptable to the employer and on November 7, 1940, the employees ceased work in an effort to obtain implementation of the Board's recommendations. The parties reached a compromise settlement and the strike terminated on November 9, 1940.
J. L. Morton and Company, Limited, and employees in its Glove Department, members of Local 90, International Glove Workers' Union of America.	July 15, 1940	Employees...	Employees...	Winnipeg, Man.	56 dir.....	Employees' request for union recognition and increased wages.	.....	.....	The application did not meet the requirements of the statute in certain respects and a Board was not established.	
Northern Rubber Company, Limited, and its employees, members of Rubber Workers' Federal Union 22081, American Federation of Labour.	July 16, 1940	Employees...	Employees...	Guelph, Ont.	330 dir.....	Company's proposal to reduce wages and employees' request for increased wages.	.....	.....	A settlement was reached as a result of mediation by an official of the Ontario Department of Labour and recourse to board procedure was accordingly unnecessary.	

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(4) WAR WORK—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman; (B) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
July 29, Aug. 22, 1940	Collingwood Shipyards, Limited, and its employees, 343; International Brotherhood of Shipbuilders, Welders and Helpers of America, Local 692, International Association of Machinists, Local 559, International Brotherhood of Blacksmiths, Drop Forgers and Helpers, and Local 468, United Association of Journey men Plumbers and Steam Fitters of the United States and Canada.	Employees...	Collingwood, Ont.	275 dir.; 225 indir.	Employees' request for union agreement embodying increased rates of pay and changes in hours of labour and other working conditions.	Hon. Mr. Justice W. F. Carroll, (C) 4; F. Curzon Dobell, (E) 1; J. A. McClelland, (M) 1.	Aug. 30, 1940	Sept. 18, Sept. 20, 1940	The report of the Board was signed by the chairman and Mr. Dobell. The Board recommended a 48-hour week for construction work and a 9-hour day for repair work, with time and one-half for overtime, Sundays and holidays; wage increases of approximately 10% effective for the duration of the war; and the payment of wartime cost-of-living bonuses. In a minority report Mr. McClelland recommended payment of double time for Sundays and holidays, and wage increases in excess of those recommended in the Board's report. The employer indicated willingness to implement the Board's recommendations, but the employees insisted that the minority report be the basis of an agreement. Subsequent negotiations broke down and a strike occurred on October 24. Following mediation by officials of the Department of Labour the strike terminated on October 26. Negotiations were resumed early in November and a compromise settlement was reached. An agreement incorporating the terms of settlement and effective to November 30, 1941, and from year to year thereafter, subject to notice until the cessation of hostilities, was signed by the parties.
July 30, 1940	Chromium Mining and Smelting Corporation, Limited, and its employees, members of Federal Union 22290, American Federation of Labour.	Employees...	Sault Ste. Marie, Ont.	162 dir.; 55 indir.	Employees' request for union agreement embodying increased rates of pay and improved working conditions.	.....	.....	.....	As a result of mediation by officials of the Department of Labour, a settlement was reached without recourse to board procedure. The application was withdrawn December 7, 1940

Aug. 7, 1940	Victoria Machinery Development Company, Limited, and its machinists, moulders, shipjoiners and electricians, represented by Victoria and District Metal Trades Council.	Employees....	Victoria, B.C....	79 dir.; 250 indir.	Employees' request for increased wages and improved working conditions.	.....	.....	.....	A settlement was reached with the assistance of officials of the Department of Labour and subsequently the application was withdrawn.
Aug. 17, 1940	Atlantic Sugar Refineries, Limited, and its employees, members of the Atlantic Sugar Workers' Union.	Employees....	Saint John, N.B.	200 dir.....	Employees' request for a union agreement incorporating a general increase in wages and the payment of overtime one-half for overtime and for work on Sundays and holidays.	His Honour Judge James Parker, (C) 4; R. M. Fowler, (E) 1; Rev. Arthur J. Burns, (M) 1.	Oct. 26, 1940	Feb. 21, Mar. 3, 1941	The report of the Board, which was signed by the chairman and Mr. Fowler, stated that a memorandum of settlement had been drawn up by the Board and signed by both parties. The settlement provided for the payment of time and one-half for work done on Sundays and holidays and an increase of 2c. per hr. in the wage rate of mono-rail operators and of a man in the coöperage shop. In a minority report Father Burns expressed the view that the employer was in a position to put into effect the requested general increase in wages, but stated that in order to reach a settlement he had concurred in the memorandum drawn up by his colleagues.
Aug. 17, 1940	Renfrew Woollen Mills, owned and operated by M. J. O'Brien, Limited, and the employees of the Renfrew Branch of the Renfrew Woollen Mills	Employees....	Renfrew, Ont....	200 dir.	Employees' request for agreement embodying increased wages, the payment of a minimum day rate to piece workers and improved working conditions.	Captain His Honour Judge C. A. Cameron, (C) 4; Harriett P. Hill, K. C. (E) 1; James A. Maloney, (M) 1.	Sept. 11, 1940	.....	Before the Board functioned a settlement was reached through direct negotiations and the application was withdrawn.
Aug. 29, 1940	Howard Smith Paper Mills, Limited, and the employees in its Beaulharnois Division, members of Local 225, International Brotherhood of Paper Makers.	Employees....	Beaulharnois, P.Q.	280 dir.; 30 indir.	Employees' request for a union shop agreement embodying increased wage rates, the payment of time and one-half for overtime and the extension of vacation provisions.	Hon. Mr. Justice Paul Mercier, (C) 4; Paul Dufresne, (E) 1; J. A. McClelland, (M) 1.	Sept. 17, 1940	Nov. 22, 1940	The report of the Board was unanimous and was accompanied by a memorandum of agreement signed by both parties to the dispute. The settlement provided for union recognition, increased wages and holidays with pay.
Aug. 31, 1940	Vancouver Engineering Works, Limited, Letson and Burpee, Limited, Canadian Summer Iron Works, Limited, Iron Ross and Howard Iron Works Company, Limited, and their employees, members of Local 1, Moulders and Foundry Workers' Union.	Employees....	Vancouver, B.C.	118 dir.....	Employees' request for increased wages and changes in working conditions.	.....	.....	.....	Following mediation by officials of the Department of Labour, an agreement was signed by the parties to the dispute and the application was withdrawn.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(4) WAR WORK—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members (c) chairman; (b) employer; (a) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Sept. 5, 1940	Kingston Shipbuilding Company, Limited, and its employees being iron shipbuilders, welders and burners, shipwrights, platers, caulkers, riveters, loftsmen, riggers, drillers, reamers, holders-on, heaters and helpers, members of Lodge 210, International Brotherhood of Boilermakers, Iron Shipbuilders, Welders and Helpers of America.	Employees...	Kingston, Ont.	110 dir.; 50 indir.	Employees' request for union agreement embodying increased rates of pay, changes in hours of labour and other working conditions.	Hon. Mr. Justice W. D. Roach, (C) 4; F. C. Dobell, (E) 1; J. A. McClelland, (M) 1.	Dec. 5, 1940	Jan. 17, Jan. 8, 1941	On December 5, 1940, the scope of the Board was enlarged to include disputes between the company and other classes of labour in its employ (plumbers, electricians, carpenters and machinists). The report of the Board was signed by the chairman and Mr. Dobell. The Board recommended a wage scale of 70 cents per hour for journeymen, with corresponding rates for the lower classifications, the payment of wartime cost-of-living bonuses, a 48-hour week for workers engaged on Government construction contracts, a 9-hour day for those engaged on repair work and the payment of time and one-half for overtime and for work performed on Sundays and holidays. Mr. McClelland in a minority report recommended a wage scale of 75 cents per hour for journeymen, a 50-hour week and the payment of double time for work performed on Sundays and holidays. The parties subsequently arrived at a settlement based upon the Board's recommendations.
Sept. 5, Oct. 18, 1940	Dominion Steel and Coal Corporation, Limited, and the employees in its Peck Rolling Mills Division.	Employees...	Montreal, P. Q.	185 dir.; 80 indir.	Employees' request for union agreement embodying increased rates of pay, changes in hours of labour and other working conditions.	Hon. Mr. Justice Lucien Cannon, (C) 3; L. A. Forsyth, K.C., (E) 1; J. L. Cohen, K.C., (M) 1.	Dec. 19, 1940	Jan. 10, (interim); Mar. 26, Mar. 23, 1941	The interim report of the Board was unanimous and recommended that a secret ballot be conducted by the Department of Labour in order to determine whether the employees wished to be represented by Local 2174, Steel Workers Organizing Committee, for purposes of collective bargaining. The ballot revealed a substantial majority of the employees to be

in favour of representation by the union. The report of the Board was signed by the chairman and Mr. Forey. The Board found that the wage rates in effect (basic rate 30.7 cents per hour plus cost of living bonus of 15 cents per day) were higher than those prevailing during the period 1928-29 and recommended against an increase. The Board also recommended union recognition, a 54-hour week and the payment of time and one-half for time worked in excess of the regular working day and for work performed on holidays. In a minority report Mr. Cohen commented that the Board's recommendations except that respecting wages rates. In his opinion wages were not fair and recommended that the basic rate be increased to 40 cents per hour and that provision be made for the payment of war-time cost of living bonus. Proceedings in this case were unfinished at the close of the fiscal year.

The report of the Board was unanimous and was accompanied by a signed agreement disposing of the matter in dispute.

The report of the Board was unanimous and was accompanied by a signed agreement which had been negotiated with the assistance of the Board. The agreement became effective October 1, 1940, provided for an increased scale of wages.

A settlement was reached as a result of mediation by officials of the Department of Labour and the application was withdrawn.

Sept. 11, 1940	McKinnon Industries, Limited, and employees in its Heat Treat Department, members of Local 199, United Automobile Workers of America.	Employees.	St. Catharines, Ont.	24 dir.; 50 indir.	Interpretation of overtime clause in existing agreement.	Captain His Honour Judge C. A. Cameron, (C) 4; L. B. Spencer, K.C.; (E) 1; J. J. Bonch, K.C., (M) 1.	Oct. 26, 1940	Dec. 5, 1940	<p>The report of the Board was unanimous and was accompanied by a signed agreement disposing of the matter in dispute.</p>
Sept. 23, 1940	Canadian Vickers, Limited, and employees in its Industrial Engineering Department machine shop.	Employees	Montreal, P.Q.	205 dir.	Employees' request for increased wages.	Walter S. Johnson, K.C., (C) 3; D. A. Paterson, (E) 1; Joe Wall, (M) 1.	Oct. 4, 1940	Oct. 31, 1940	<p>The report of the Board was unanimous and was accompanied by a signed agreement which had been negotiated with the assistance of the Board. The agreement became effective October 1, 1940, provided for an increased scale of wages.</p>
Oct. 12, 1940	Canada Creosoting Company, Limited, and its employees, members of Local 1, Creosote Workers' Industrial Union.	Employees	North Vancouver, B.C.	230 dir.	Employees' request for increased wages and payment of time and one-half for overtime and double time for work on Sundays and holidays.				<p>A settlement was reached as a result of mediation by officials of the Department of Labour and the application was withdrawn.</p>

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(4) WAR WORK—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members (c) chairman; (e) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Oct. 15, 1940	Robson Leather Company, Limited, and its factory employees. Members of Local 206, International Fur and Leather Workers Union of United States and Canada.	Employees...	Oshawa, Ont.	160 dir.	Employees' request for union agreement embodying increased rates of pay and changes in hours of labour and other working conditions.				A settlement was reached as a result of mediation by an official of the Department of Labour and the application was withdrawn.
Nov. 2, 1940	Raynary Cap Manufacturing Company and its hat and cap makers, members of Local 47, United Hatters, Cap and Millinery Workers International Union.	Employees...	Toronto, Ont.	30 dir.; 15 indir.	Company's refusal to re-new existing agreement with the union.	E. A. Shaumessy, (C) 4; Harry J. Macdonald, (E) 1; J. L. Cohen, K.C., (M) 1.	Feb. 17, 1941	Mar. 11, Mar. 13, 1941	The report of the Board was signed by the chairman and Mr. Cohen and recommended that the agreement be renewed with amendments to provide for certain departures from established trade practices made in the interest of war production. Mr. Macdonald concurred in the Board's recommendations but submitted a minority report criticizing the draftsmanship of the original agreement. The Board's recommendations were acceptable to the parties and the agreement was renewed with the suggested amendments.
Nov. 25, 1940	H. F. McLean, Limited, and its plumbers, steamfitters, sprinkler fitters and general pipefitters, members of Local 144 (Montreal); United Association of Journeymen Plumbers and Steam Fitters of the United States and Canada.	Employees...	Ile de Ste-Anne, P.Q.	95 dir.; 120 indir.	Employees' request for payment of transportation and allowance for board as stipulated in an agreement between the Master Plumbers Association of Montreal and the union; also, in the case of sprinklerfitters domiciled in Montreal, an extra hourly allowance as provided in a Provincial Order in Council.	Hon. Mr. Justice Paul Mercier, (C) 4; D. A. Paterson, (E) 1; Robert Lafleur, (M) 1.	Jan. 9, 1941	Feb. 26, Feb. 26, 1941	The Board was of the opinion that the employer was not bound by the agreement mentioned and was complying with all relevant Dominion and provincial fair wage regulations. The Board recommended that the employees' requests be denied. Mr. Lafleur held that the employees' contentions were well-founded and recommended that their requests be granted. The employees went on strike on March 15, 1941, in an effort to obtain implementation of the recommendations contained in Mr. Lafleur's minority report.

Nov. 26, 1940	The Goodyear Tire and Rubber Company of Canada Limited and its employees, members of Local 189, United Rubber Workers of America.	Employees... Bowmanville, Ont.	360 dir.; 50 indir.	Employees' request for union agreement embodying increased rates of pay and changes in hours of labour and other working conditions.	Hon. Mr. Justice J. G. Gillanders, (C) 3; Victor A. Sinclair, K.C., (E) 1; F. A. Brevin, (M) 1.	Dec. 20, 1940	Feb. 19, 1941	Employment conditions were no longer affected by April 8, 1941, when the employees either had returned to work or had been replaced. The report of the Board was unanimous and was accompanied by a signed agreement negotiated with the Board's assistance embodying the Board's recommendations. The agreement provided among other things, for increased rates of pay.
Dec. 7, 1940	Various shoe manufacturers, companies and their employees, the majority being members of the Union Protestaire des Travailleurs en Chaussure de Quebec.	Employees... Quebec, P.Q.	1,215 dir.	Employees' request for increased wages, shorter hours of labour in certain cases, improved working conditions and the reinstatement of workers alleged to have been unjustly dismissed by one company.				In February, 1941, wage rates for various classes of labour in the shoe manufacturing industry were increased 10% by provincial decree. Other classes of the dispute were dealt with by officials of the Department of Labour and a Board was not established.
Dec. 16, 1940	Saint John Dry Dock and Shipbuilding Company, Limited, and its machinists, members of Local 482, International Association of Machinists.	Employees... Saint John, N.B.	90 dir.	Employees' request for increased rates of pay.				
Feb. 3, 1941	Saint John Dry Dock and Shipbuilding Company, Limited, and its journeymen plumbers and steamfitters, members of Local 213, United Association of Journeymen Plumbers and Steamfitters of the United States and Canada.	Employees... Saint John, N.B.	37 dir.; 30 indir.	Employees' request for increased wages.	H. O. McInerney, K.C., (C) 3; J. N. Flood, (E) 1; F. S. A. McMullin, (M) 1.	Feb. 20, 1941		On March 7, 1941, a further dispute (see page 74), involving electrical workers in the company's employ, was referred to this Board. Proceedings unfinished at the close of the fiscal year.
Dec. 24, 1940	Fairfield and Sons Limited, and its employees, members of the Fairfield Woollen Mills Employees' Unit, One Big Union.	Employees... Winnipeg, Man.	150 dir.	Employees' request for union agreement respecting wages, hours of labour and other working conditions, also alleged dismissals, discrimination and intimidation on account of employees' union membership and activities.	Hon. Mr. Justice A. K. Dyson, (C) 3; J. L. M. Thomson, (E) 1; Edward Armstrong, (M) 1.	Feb. 5, 1941		Proceedings unfinished at the close of the fiscal year.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(4) WAR WORK—Continued

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members (c) chairman; (a) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Jan. 13, 1941	Northern Construction Company and J. W. Stewart, Limited, and its carpenters engaged in the construction of a defence project, members of Local 527, United Brotherhood of Carpenters and Joiners of America.	Employees...	Nanaimo, B.C.	330 dir....	Employees' request for an increase in wages from 75 cents per hour to 90 cents per hour, retroactive to December 1, 1940.	.....	.....	.....	A settlement was reached as a result of mediation by officials of the Department of Labour and the application was withdrawn. The settlement provided for an increase in wages of 5 cents per hour retroactive to December 1, 1940.
Jan. 18, 1941	Sault Structural Steel Company, Limited, and its employees, members of Local 2288, Steel Workers Organizing Committee	Employees...	Sault Ste. Marie, Ont.	35 dir....	Employees' request for union agreement providing for increased wages, the payment of wartime cost-of-living bonuses, time and one-half for overtime and holidays with pay.	.....	.....	.....	A settlement was reached as a result of the mediation by officials of the Department of Labour and the company signed an agreement with its employees providing for increased wages, the payment of wartime cost-of-living bonuses and time and one-half for overtime.
Jan. 21, 1941	Various contractors, members of the General Contractors' Association, and carpenters, joiners and millwrights in their employ, members of Locals 452 and 1251, United Brotherhood of Carpenters and Joiners of America.	Employees...	Vancouver, New Westminster, and vicinity, B.C.	705 dir....	Employees' request for amendment of existing agreement to provide for increased rates of pay.	.....	.....	.....	A number of the employers and employees involved in this dispute were engaged in war work, while others were engaged wholly in private construction work and did not come within the direct scope of the statute. A settlement was reached as a result of mediation by officials of the Department of Labour and the parties signed a new agreement providing for the payment of wartime cost-of-living bonuses.
Jan. 21, 1941	Dominion Engineering Works, Limited, and its patternmakers, members of the Montreal Patternmakers Association.	Employees...	Lachine, P.Q.	35 dir.; 850 indir.	Employees' request for union recognition and increased wages.	His Honour Judge Albert Constantan, (C) 4; E. S. McDougall, (E) 1; J. A. McClelland, (M) 1.	Mar. 1, 1941	.....	Proceedings unfinished at the close of the fiscal year.
Jan. 24, 1941	West Coast Woollen Mills, Limited, and its employees, members of the Pacific Textile Workers' Union.	Employees...	Vancouver, B.C.	90 dir....	Employees' request for increased wages, overtime pay and improved working conditions.	A. M. Whiteside, K. C., (C) 4; E. L. Norman, (E) 1; John Stanton, (M) 1.	Mar. 26, 1941	.....	Proceedings unfinished at close of the fiscal year.

Feb. 5, 1941	Hamilton Uniform Cap Company and its employees, members of Local 47, Cap and Hatters, Cap and Millinery Workers International Union.	Employees... Hamilton, Ont.	24 dir.; 15 indir.	Employees' request for union agreement respecting wages, hours of labour and other working conditions, and for the reinstatement of certain employees alleged to have been unjustly dismissed on account of their union activities.	E. A. Shaumessy, (C) 4; Kevey Koskey, (E) 1; J. L. Cohen, K.C., (M) 1.	Feb. 14, 1941	Mar. 5, 1941 (interim)	The interim report of the Board was unanimous and recommended the immediate reinstatement of seventeen employees. It also recommended that the employer negotiate with the accredited representatives of the employees' union with a view to reaching an agreement respecting wages, hours of labour and other working conditions, failing which the Board would later be reconvened to deal with matters still outstanding. Proceedings unfinished at the close of the fiscal year.
Feb. 5, 1941	National Steel Car Corporation, Limited, and certain of its employees, members of Local 2352, Steel Workers Organizing Committee.	Employees... Hamilton, Ont.	80 dir.; 1,500 indir.	Employees' request for union agreement embodying increased rates of pay, changes in hours of labour and other working conditions, and also for the reinstatement of workers alleged to have been dismissed on account of their union activities.	His Honour Judge A. H. Dowler, (C) 4; R. R. Evans, K.C., (E) 1; J. L. Cohen, K.C., (M) 1.	Mar. 25, 1941	.....	The original scope of the Board's inquiry was widened to cover certain additional groups of employees. The Board was instructed to deal at once with charges of dismissals and discrimination and to submit an interim report thereon without delay. Proceedings unfinished at the close of the fiscal year.
Feb. 14, 1941	Reliance Motor and Machine Works, Limited, and its machinists, specialists and helpers, members of Vancouver Lodge 682, International Association of Machinists.	Employees... Vancouver, B.C.	30 dir.....	Employees' request for union agreement respecting wages, hours of labour and other working conditions.	Professor H. F. Angus, (C) 3; W. D. McLaren, (E) 1; P. R. Bengough, (M) 1.	Mar. 5, 1941	Mar. 31, Mar. 31, 1941	The Board was unanimous in recommending the adoption of a union agreement drafted by the Board, save in so far as concerned rates of pay for journeymen and specialists, for which classes Mr. Bengough recommended increased rates of pay. The parties subsequently signed a union agreement incorporating the increased rates of pay recommended by Mr. Bengough.
Feb. 19, 1941	Chrysler Corporation of Canada, Limited, and certain of its employees, members of Local 196, United Automobile Workers of America.	Employees... Windsor, Ont.	62 dir.....	Employees' request for reinstatement of workers alleged to have been unjustly dismissed and for the establishment, through collective bargaining, of grievance machinery to deal with further disputes.	.....	.....	.....	The application did not meet the requirements of the statute in certain respects and a Board was not established. On March 24, 1941 however, pursuant to Section 65 of the Industrial Disputes Investigation Act, Mr. W. H. Furlong, K.C., Windsor, Ont., was appointed a Commissioner under the provisions of Part I of the Inquiries Act to inquire into the dispute. See page 45.
Feb. 27, 1941	Kitchen Overall and Shirt Company, Limited, and 150 members of Local 237, United Garment Workers of America.	Employees... Brantford, Ont.	105 dir.....	Employees' request for a union agreement providing for increased wages, a 44-hour week, time and one-half for overtime, and certain changes in working conditions.	.....	.....	.....	As a result of mediation by officials of the Department of Labour, the parties negotiated an agreement and the application was subsequently withdrawn. The agreement provided for a closed shop, a 44-hour week, time and one-half for overtime, increased wages and improved working conditions.

V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

(4) WAR WORK—*Concluded*

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (C) chairman; (E) employer; (M) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
Mar. 3, 1941	Saint John Dry Dock and Shipbuilding Company, Limited, and its electrical workers, members of Local B502, International Brotherhood of Electrical Workers.	Employees...	Saint John, N.B.	25 dir.; 800 indir.	Employees' request for union agreement embodying increased rates of pay.				On March 7, 1941, this dispute was referred to the Board already established to deal with disputes involving (1) machinists and (2) plumbers and steamfitters in the company's employ (see page 71). Proceedings unfinished at the close of the fiscal year.
Mar. 10, 1941	Saint John Dry Dock and Shipbuilding Company, Limited, and its carpenters, members of Local 840, United Brotherhood of Carpenters and Joiners of America.	Employees...	Saint John, N.B.	60 dir....	Employees' request for a union agreement embodying increased rates of pay.				Proceedings unfinished at the close of the fiscal year.
Mar. 14, 1941	Robson Leather Company, Limited, and its factory employees, members of Local 205, International Fur and Leather Workers' Union of the United States and Canada.	Employees...	Oshawa, Ont....	227 dir....	Employees' request for increased wages.	Captain His Honour Judge C. A. Cameron, (C) 4; F. G. Gardiner, K. C.; (E) 1; J. L. Cohen, K. C., (M) 1.	Mar. 31, 1941		Proceedings unfinished at the close of the fiscal year.
Mar. 20, 1941	Coulter Manufacturing Company, Limited, and its employees, members of Local 222, United Automobile Workers of America.	Employees...	Oshawa, Ont....	157 dir....	Employees' request for union agreement embodying increased rates of pay.	Ian MacRae, (C) 4; R. I. Ferguson, K. C., (E) 1; J. L. Cohen, K. C., (M) 1.	Mar. 25, 1941		Proceedings unfinished at the close of the fiscal year.
Mar. 31, 1941	Montreal Bronze, Limited, and its moulders and coremakers, members of Local 21, International Moulders' Union of North America.	Employees...	Montreal, P.Q....	33 dir.; 80 indir.	Employees' request for union agreement embodying increased rates of pay.				A settlement was reached following mediation by officials of the Department of Labour and the application was subsequently withdrawn. The settlement provided for union recognition and wage increases effective April 16, 1941.

II. DISPUTES NOT FALLING CLEARLY WITHIN THE DIRECT SCOPE OF THE ACT

Dec. 8, 1939	Algoma Steel Corporation, Limited, and its employees, members of the Algoma Steel Workers Union.	Employees	Sault Ste. Marie, Ont.	2,435 dir.	Employees' request for a general increase in wages of 8½ cents per hour.	His Honour Judge A. H. Dowler, (C) 3; Lynn B. Spencer, K.C., (E) 1; W. F. O'Connor, K.C., (M) 1, 1940; Charles Beattie, (M) 1 (resigned, October 23, 1940); J. L. Cohen, K.C., (M) 1.	Dec. 27, 1939	Jan. 16, 1940 (interim); July 29, 1940; Dec. 6, 1940 (supp.)	<p>The Board submitted a unanimous interim report on the effect that a final decision on the matter in dispute should not be made immediately and adjourned for a period of three months from January 15, 1940. The Board reconvened on May 20, 1940. The employees advised that they now desired the Board to deal also with the adjustment of hourly rates for maintenance men and certain operational adjustments, as well as the original request for a horizontal wage increase of 8½ cents per hour. The company consented to consideration of these additional matters, but stated that certain necessary information would not be available until after the end of June. The Board adjourned until July 3, 1940. The Board unanimously recommended (1) certain operational adjustments, (2) an increase in wages of 2 cents per hour for maintenance employees, (3) a general increase in wages of 2 cents per hour for all employees receiving less than \$125 per month and of 1 cent per hour for those receiving between \$125 and \$150 per month, and (4) wartime cost-of-living bonuses for all employees. These recommendations were accepted by the employer but were rejected by the employees. On September 18, 1940, the Algoma Steel Workers Union voted unanimously to affiliate with the Steel Workers Organizing Committee. On October 9, 1940, the Minister of Labour asked the chairman to reconvene the Board for the purpose of dealing with the employees' request for further examination of the company's financial statement. In its supplementary statement the Board stated it had been successful in bringing about a settlement. The agreement, effective December 1, 1940, to November 30, 1941, and from year to year thereafter subject to notice, provided for a further increase in wages of 2 cents per hour, together with wartime cost-of-living bonuses.</p>
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V. STATEMENT OF APPLICATIONS FOR BOARDS OF CONCILIATION AND INVESTIGATION AND OF PROCEEDINGS THEREUNDER
FROM APRIL 1, 1940, TO MARCH 31, 1941

II. DISPUTES NOT FALLING CLEARLY WITHIN THE DIRECT SCOPE OF THE ACT—Concluded.

Date of receipt of application	Parties to dispute	Party making application	Locality	No. of persons affected	Nature of dispute	Names of members of board, (c) chairman (e) employer; (m) men	Date on which board was constituted	Date of receipt of report of board	Result of reference
*May 9, 1940	Standard Clay Products, Limited, and its employees, members of Local 1231, Amalgamated Association of Iron, Steel and Tin Workers of North America (Steel Workers Organizing Committee).	Employees...	New Glasgow, N.S.	100 dir.	Employees' request for increased wages and the settlement of all grievances.	George Patterson, (C) 3; George D. Macdougall, (E) 1; Drummond Wren, (M) 1.	June 3, 1940	June 27, 1940	The report of the Board was signed by the chairman and Mr. Wren. The parties reached agreement before the Board on all matters except wage rates, in respect to which the Board recommended increases, effective July 1, 1940, ranging from $\frac{1}{2}$ cent to 6 cents per hour. In a minority report Mr. Macdougall also recommended increases, but to a lesser extent— $\frac{1}{2}$ cent to 5 cents per hour. The Board's recommendations were subsequently implemented.
July 31, 1940	Canadian Broadcasting Corporation and certain of its employees, members of the Association of Technical Employees.	Employees...	Toronto, Ont.	50 dir.	Employees' request for union recognition and the reinstatement of an employee alleged to have been dismissed on account of his union activities.				As the applicants were employees of the Crown, the provisions of the Act did not apply to this case and a Board could not be established. An amicable settlement was reached, however, through direct negotiations.
Feb. 14, 1941	National Harbours Board and certain of its employees, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Quebec, P. Q.	25 dir.	Employees' request for union agreement respecting wages, hours of labour and other working conditions.				As the applicants were employees of the Crown, the provisions of the Act did not apply to this case and a Board could not be established.
Feb. 15, 1941	National Harbours Board and certain of its employees, members of the Brotherhood of Railway and Steamship Clerks, Freight Handlers, Express and Station Employees.	Employees...	Montreal, P. Q.	100 dir.	Employees' request for union agreement respecting wages, hours of labour and other working conditions.				As the applicants were employees of the Crown, the provisions of the Act did not apply to this case and a Board could not be established.

Mar. 4, 1941	Dominion Department of Transport, Radio Division, and its radio operators, members of the Canadian Com- munications Union.	Throughout Canada.	280 dir.; 100 indir.	Employees' request for increased wages.	.....	.....	As the applicants were employees of the Crown, the provisions of the Act did not apply to this case and a Board could not be established. The matter was dealt with, how- ever, by the Department of Trans- port, which put into effect certain adjustments in wages and classifica- tions.
Mar. 28, 1941	Canadian Cellucotton Products Company, Limited, and its em- ployees, members of the United Auto- mobile Workers of Am- erica.	Niagara Falls, Ont.	150 dir.....	Employees' request for union agreement respect- ing wages, hours of labour and other work- ing conditions.	.....	.....	The industry concerned not being one to which the Act directly applies, a Board could be established only with the mutual consent of the parties concerned. Consent to board procedure being withheld by the company, a Board was not estab- lished.

*This dispute was included in the application covering the disputes involving the Trenton Steel Works, Limited, and the Eastern Car Company, Limited, and their employees (see page 62).

V. GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) authorizes the issue of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto, so that provision may be made for old age". Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than \$10 and not more than \$1,200, payable in quarterly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period shall be the longer. Annuities may be deferred or immediate. Deferred annuities are for purchase by younger persons desiring to provide for their old age, by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In the latter case the purchase money required may be derived partly from the wages of employees and partly from employers' contributions.

In the year 1939-40 a new method was adopted for the sale of retirement annuities to members of industrial and other groups. Under the new method a group annuity contract is issued to an employer, providing for purchase of annuities on behalf of his employees in accordance with an agreed plan covering details of purchase and payment of annuities. The group contract provides that a certificate be issued by the Government to each employee participating, to be replaced by an annuity contract when the annuity becomes due. There was a noteworthy demand during the year under review for this class of contract.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1941, the total number of individual contracts and certificates issued was 72,149. Of these, 7,776 were group annuity certificates, issued in the past two years. The remainder were individual contracts, of which approximately 3,000 were issued under pension plans, by agreements made before group contracts and certificates (referred to above) were instituted.

Table I shows the number of individual contracts and certificates issued and net receipts by fiscal years. It may be seen that in the fiscal year under review 11,994 contracts and certificates were issued. Of these, 5,458 were contracts with individual annuitants, and 6,536 were certificates issued under all the group contracts—i.e., additional certificates issued under 4 group contracts effective during the year 1939-40, as well as certificates issued during the year 1940-41 under 26 new group contracts. Thus there was a total of 30 group contracts in effect. In addition, there were in effect 46 pension plan agreements providing for the 3,000 contracts with individuals, previously referred to. Among the contracts issued during the year were 1,681 immediate annuity contracts with an average amount of annuity of \$308.

The total net receipts throughout the period were \$172,103,675.68, net receipts for the year under review being \$18,803,645.27. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1941, is shown in Table II to be \$156,053,072.00. This includes the sum of \$111,425.22 transferred to maintain the reserve. The excess of receipts over payments for the year was \$15,520,676.78.

Of the 72,149 contracts and certificates issued since the inception of the Act, 6,369 were cancelled, leaving in effect on March 31, 1941, 65,780 (Table III). Annuity was payable under 22,390 of these, and annuity was still deferred under the remaining 43,390. The total amount of annuity payable under vested contracts was \$9,047,286, an average of \$404 per contract. The value of all outstanding annuities was \$156,053,072, of which \$104,488,910 was the value of vested annuities and \$51,564,162 the value of deferred annuities.

TABLE I.—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FISCAL YEARS

Fiscal Year Ending March 31	Individual Contracts and Certificates	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates	Net Receipts
		\$ cts.			\$ cts.
1909.....	66	50,391 31	1926.....	668	1,938,921 17
1910.....	566	434,490 89	1927.....	503	1,894,885 29
1911.....	1,069	393,441 40	1928.....	1,223	3,843,087 96
1912.....	1,032	441,600 60	1929.....	1,328	4,272,418 87
1913.....	373	417,135 50	1930.....	1,257	3,156,475 24
1914.....	318	390,886 72	1931.....	1,772	3,612,233 88
1915.....	264	314,765 29	1932.....	1,726	4,194,383 81
1916.....	325	441,696 09	1933.....	1,375	3,547,345 03
1917.....	285	432,272 40	1934.....	2,412	7,071,439 00
1918.....	187	332,792 01	1935.....	3,930	13,376,400 02
1919.....	147	322,154 23	1936.....	6,357	21,281,981 31
1920.....	204	408,718 78	1937.....	7,806	23,614,823 95
1921.....	195	531,800 45	1938.....	5,724	13,550,483 22
1922.....	277	748,159 73	1939.....	8,518	18,189,318 98
1923.....	339	1,028,353 07	1940.....	9,014	20,001,533 26
1924.....	409	1,458,818 92	1941.....	11,994	18,803,645 27
1925.....	486	1,606,822 03			
			Totals.....	72,149	172,103,675 68

TABLE II.—GOVERNMENT ANNUITIES FUND STATEMENT
FOR YEAR ENDED MARCH 31, 1941

ASSETS	
Balance at credit of fund, April 1, 1940.....	\$ 140,420,970 00
Receipts, 1940-41, less payments.....	15,520,676 78
Amount transferred to maintain reserve.....	111,425 22
Balance at credit of fund, March 31, 1941.....	\$ 156,053,072 00
LIABILITIES	
Value of all outstanding annuities (see Table III).....	\$ 156,053,072 00
RECEIPTS	
Immediate annuities.....	\$ 7,135,033 37
Deferred annuities.....	11,717,512 10
Interest at 4% to March 31, 1941.....	5,734,007 79
Total.....	\$ 24,586,553 26
PAYMENTS	
Vested annuities.....	\$ 8,688,945 66
Commuted values.....	18,877 66
Premiums returned with interest.....	309,152 96
Premiums returned without interest.....	48,900 20
Total.....	\$ 9,065,876 48
Receipts less payments, 1940-41.....	15,520,676 78
	\$ 24,586,553 26

TABLE III.—VALUATION, MARCH 31, 1941, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE

Classification	Number of Contracts and Certificates	Amount of Annuity	Present Value of Annuities in Force
		\$	\$
Vested—			
Males.....	3,543	1,556,590	13,762,699
Females.....	6,808	2,403,663	25,140,005
Males, guaranteed.....	3,246	1,553,076	17,862,015
Females, guaranteed.....	5,657	2,154,159	28,516,300
Last survivor.....	2,050	873,903	11,669,818
Last survivor, guaranteed.....	1,086	506,195	7,538,073
Total vested.....	22,390	9,047,286	104,488,910
Deferred contracts and certificates.....	43,390		51,564,162
Totals.....	65,780		156,053,072

ANALYSIS OF VESTED ANNUITIES

The statistical tables given below were compiled from data regarding vested contracts (those under which annuity was being paid) in Table III, in effect on March 31, 1941, exclusive of last survivor contracts. In Table IV (a) the number of contracts analysed was 19,254. This number included those under which, the life having failed during the guarantee period, annuity certain was payable. From this table, which shows the distribution of contracts by *amount of annuity*, it may be found that 75.1 per cent of the annuities were for amounts under \$600, 15.2 per cent for \$600 to \$1,200, and 9.7 per cent for \$1,200 or over (those over \$1,200 having been issued prior to August, 1931). In Table IV (b) the number analysed was 18,641, which included all contracts on existing single lives. The classification was by *sex and age of annuitant* and showed the largest age group to be 60-69 for each sex, the average age attained under all contracts being 65.2 years.

TABLE IV.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1941

(a) BY AMOUNT OF ANNUITY

Amount of Annuity	Number of Contracts	p.c.	Cumulative p.c.
Less than \$300.....	9,866	51.3	51.3
\$300 and less than \$ 600.....	4,588	23.8	75.1
\$600 " 900.....	2,238	11.6	86.7
\$900 " 1,200.....	701	3.6	90.3
Exactly \$1,200.....	1,710	8.9	99.2
Over \$1,200.....	151	0.8	100.0
Totals.....	19,254	100.0	

(b) BY SEX AND AGE OF ANNUITANT

Age Attained	Male		Female		Total		
	Number of Contracts	p.c.	Number of Contracts	p.c.	Number of Contracts	p.c.	Cumulative p.c.
Less than 40.....	123	1.9	333	2.7	456	2.5	2.5
40-49.....	286	4.4	739	6.1	1,025	5.5	8.0
50-59.....	1,307	20.2	2,392	19.7	3,699	19.8	27.8
60-69.....	2,479	38.4	4,704	38.7	7,183	38.5	66.3
70-79.....	1,785	27.6	3,171	26.0	4,956	26.6	92.9
80-89.....	448	6.9	784	6.4	1,232	6.6	99.5
90 and over.....	38	0.6	52	0.4	90	0.5	100.0
Totals.....	6,466	100.0	12,175	100.0	18,641	100.0	

VI. EMPLOYMENT OFFICES CO-ORDINATION ACT

The fiscal year ended March 31, 1941, was the twenty-third in which the Employment Service Branch, set up under the Employment Offices Co-ordination Act, co-operated with the provincial governments to maintain the Employment Service of Canada.

FUNCTIONS OF THE BRANCH

The primary function of the Employment Service Branch is administrative—that of administering the Employment Offices Co-ordination Act (Chapter 57 of the Revised Statutes of Canada, 1927). This Act empowers the Minister of Labour:—

- (a) to aid and encourage the organization and co-ordination of employment offices and to promote uniformity of methods among them;
- (b) to establish one or more clearing houses for the interchange of information between employment offices concerning the transfer of labour and other matters; and
- (c) to compile and distribute information received from employment offices, and from other sources, regarding prevailing conditions of employment.

The Department of Labour does not itself operate any public employment offices, but, through the device of paying subventions to the provinces, as provided in the Act, encouragement is given to the governments of the several provinces to operate such offices on a uniform basis. In view of the close co-ordination of effort which is attained, the employment offices of the several provinces and the federal clearing houses, though each unit retains its individual identity, are commonly considered as a single organization known as the Employment Service of Canada.

AGREEMENTS WITH THE PROVINCES

The Employment Offices Co-ordination Act provides in Section 6 that:—

The payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the Minister and the government of the province as to the terms, conditions and purposes within the meaning of this Act upon and for which the payments are to be made and applied, and upon such agreement being approved by the Governor in Council.

During the fiscal year 1940-41, uniform agreements were concluded with all the provincial governments except that of Prince Edward Island. The sum of money which was specified in the agreement as being available for payment by the Department of Labour to the provinces was the statutory provision of \$150,000. This amount was distributed among the provinces in proportion to their expenditures on public employment office administration and operation, the provinces being entitled to claim a portion of the federal appropriation in respect of expenditures on the operation and maintenance of these offices, but not for expenditures on premises or equipment. The amount of \$150,000 distributed among the provinces enabled a repayment to them of 25.6 per cent of their gross expenditures in this field, this percentage being slightly less than that of the previous year. Table No. 1 on page No. 86 shows the amount spent

by the various provinces, together with the amounts paid to them by the Department of Labour. In addition, the Department furnished the provinces with the different forms utilized in the employment offices.

The annual agreements between the Minister of Labour and the several provincial governments, concluded under the terms of the Act, provide that the province, in the operation of its employment offices, shall register all applicants offering themselves for employment and undertake to locate suitable workers for all employers listing vacancies, without charging any fee or commission either to employer or employee. The province further agrees that the officials of the Employment Service shall accept no responsibility with respect to rates of wages or other working conditions offered or asked, but shall merely communicate the information available on these subjects to the applicant or employer, as the case may be. It is also agreed that where employment is reported to be affected by an industrial dispute, employees being referred to such employment shall be notified of this fact. Another important provision of the agreements is that the province shall make a special endeavour to place in suitable employment handicapped men suffering from the effects of active service during the Great War. In the agreements the provinces undertake to furnish the Department of Labour with information relative to the transactions of the offices, industrial information and the like. The Department of Labour is authorized to inspect the provincial employment offices from time to time, to determine whether the conditions of the agreement are being respected.

LOCATION OF EMPLOYMENT OFFICES

Every office of the Employment Service offers facilities for both men and women who are seeking work in any occupation, and for employers seeking any sort of help. Obviously, it is neither practicable nor advisable to segregate the various functions of the offices at all centres, but when the volume of work warrants it, and where the population to be served is of sufficient magnitude, such division of functions is made, and separate departments are operated for men and women, skilled and unskilled workers, farm, factory and domestic applicants, etc. In Western Canada, where seasonal workers, such as farm labourers, are regularly hired in large numbers, it is customary to operate temporary offices at some of the smaller centres in the busy season.

During the year the number of centres in which offices are maintained was increased to 79. The list of centres where offices are now located is as follows:—

Nova Scotia (four centres).—Halifax, Kentville, New Glasgow, Sydney.

New Brunswick (three centres).—Chatham, Moncton, Saint John.

Quebec (twelve centres).—Chicoutimi, Hull, La Tuque, Levis, Matane, Montreal, Quebec, Rouyn, Sherbrooke, Thetford Mines, Three Rivers, Val d'Or.

Ontario (thirty-four centres).—Barrie, Belleville, Brantford, Chatham, Fort William, Galt, Guelph, Hamilton, Kenora, Kingston, Kitchener, Lindsay, London, New Toronto, Niagara Falls, North Bay, Oshawa, Ottawa, Owen Sound, Pembroke, Peterborough, Port Arthur, St. Catharines, St. Thomas, Sarnia, Sault Ste. Marie, Simcoe, Stratford, Sudbury, Timmins, Toronto Welland, Windsor, Woodstock.

Manitoba (four centres).—Brandon, Dauphin, Portage la Prairie, Winnipeg.

Saskatchewan (nine centres).—Estevan, Moose Jaw, North Battleford, Prince Albert, Regina, Saskatoon, Swift Current, Weyburn, Yorkton.

Alberta (five centres).—Calgary, Drumheller, Edmonton, Lethbridge, Medicine Hat.

British Columbia (eight centres).—Kamloops, Nanaimo, Nelson, New Westminster, Penticton, Prince Rupert, Vancouver, Victoria.

For the purpose of co-ordinating the efforts of the various local offices, and to facilitate the transfer of any kind of labour from districts over-supplied to those where a dearth exists, eight clearing houses have been established throughout Canada. Those for provincial clearance, operated by the provincial governments as part of the Employment Service of Canada, are situated at Montreal, Toronto, Winnipeg, Regina, Edmonton and Vancouver. Those for interprovincial clearance, operated by the Department of Labour in the interests of the Employment Service of Canada, are the Eastern Clearing House, Ottawa, and the Western Clearing House, Winnipeg.

WAR WORK

The nation-wide survey as to the availability of skilled and semi-skilled workers for wartime industrial requirements, initiated in the previous fiscal year, was continued. Applications received as a result of the appeal made by the Minister of Labour for skilled metal tradesmen to work in the shipbuilding industries were reviewed by local employment offices, and competent applicants were referred to interested shipbuilding firms. The records of the National Registration of August, 1940, were made available to the Employment Service in order to locate skilled workers who were either unemployed or engaged in work other than at their usual trade at the time of registration. Questionnaires as to availability were sent to 12,500 workers who had reported they were unemployed, and to 41,000 workers who were not employed at their regular trade. While it is not possible to state with accuracy the number of placements effected through these efforts, the total placements during the fiscal year 1940-41 were over 31,000 higher than during the fiscal year 1928-29, which was the previous high year since the passing of the Employment Offices Co-ordination Act in 1918, and nearly 135,000 more than during the fiscal year 1939-40.

SPECIALIZED EMPLOYMENT WORK ON BEHALF OF HANDICAPPED EX-SERVICE MEN

One of the more important phases of the administration of the Employment Service Branch is that of specialized employment work on behalf of handicapped veterans of the Great War. Until the fiscal year 1923-24 the Department of Pensions and National Health (formerly the Department of Soldiers' Civil Re-establishment) endeavoured to place in suitable employment men having physical handicaps due to war service, but since that time the Department of Labour has been charged with the responsibility of this work in all provinces except Quebec, having incorporated it into that of the Employment Service of Canada.

The annual agreements between the Minister of Labour and the several provinces contain a special clause in which the provinces agree to undertake in all employment offices to register and to endeavour to place employable handicapped ex-service men, while the Department of Labour undertakes to appoint and pay in full any additional employees necessary for the providing of adequate facilities to this end at the more important points. The centres at which federal employees are loaned to the provinces for this specialized employment office work have been selected because of their relative importance as the places of residence of handicapped ex-service men. At the present time such federal employees are maintained in the provincial employment offices as follows: Halifax, 1; Ottawa, 1; Toronto, 4; Winnipeg, 1; Vancouver, 3; and Victoria, 1.

The general observations made on this phase of the work of the Employment Service in preceding annual reports may well be repeated this year. The assistance given by the provincial authorities in connection with the placement of handicapped ex-service men has been most satisfactory and illustrates the degree of success encountered in Dominion-provincial co-operation to operate

the Employment Service. The work of seeking to place satisfactorily men who are suffering from war disabilities is difficult of accomplishment. Certain classes of disabilities drastically limit the employment opportunities of those unfortunate enough to be afflicted with them, with the result that many avenues of employment are not open to these applicants. Further, during the past few years, owing to the competition for vacancies offered by workers who are fully physically fit, opportunities for placing handicapped men have diminished considerably. On account of the physical handicaps and the psychological objections to engaging disabled persons, in many instances it is not possible to place these applicants in regular employment, and only casual work can be found for them. Thus, during the last fiscal year, of 3,565 placements of handicapped ex-service men, 46.4 per cent were in employment of a probable duration of seven days or less. The percentage of casual placements for the year 1939-40 was 65.1 and for the year 1938-39 about 80.4 per cent. It might be remarked, however, that many of the regular placements made, effected a permanent rehabilitation of the applicants placed. Employers generally have shown a commendable spirit in accepting handicapped ex-service men for employment, and in many instances they have been willing to concede that in selected occupations one hundred per cent efficiency does not demand one hundred per cent physical fitness. Judged by the number of applications made at the employment offices by handicapped ex-service men, though it is now twenty-one and a half years since the Armistice, the obligation of endeavouring to assist these men in securing work shows no considerable diminution.

THE EMPLOYMENT SERVICE AND IMMIGRATION

For some years the Employment Service has provided a regular channel of information for the Department of Immigration and Colonization (now the Immigration Branch of the Department of Mines and Resources) relative to the availability of labour in Canada as a condition precedent to the admission of workers under contract of employment from outside of Canada. Particularly since the passing of Order in Council P.C. 1413 in August, 1929, under which workers entering Canada under contract must secure special authority from the Immigration Branch, has the Employment Service Branch of the Department of Labour been consulted frequently by the Immigration Branch in this connection. The procedure of the Employment Service is to endeavour to locate suitable workers in Canada willing to accept the employment offered, and in due course the Immigration Branch is notified of the success or otherwise of the Employment Service's efforts. While many cases are dealt with each year, owing to the economic conditions obtaining and the more rigid regulations in respect to entry which were in force, the number of cases up for consideration was at a low level in the year under review. Of course, the final decision as to the admission rests with the Immigration Branch, and in this regard the Employment Service is primarily a fact-finding agency.

STATISTICS: EMPLOYMENT OFFICE AND TRADE UNION UNEMPLOYMENT

As previously stated, certain statistical information covering the field of employment is regularly collected and compiled by the Employment Service Branch and published in the *Labour Gazette*. These statistics are of two classes: (a) administrative statistics, showing the work performed by the employment offices, based on daily reports received from them; and (b) statistics based on monthly reports on unemployment, received from local trade unions. In addition, the *Labour Gazette* publishes each month index numbers of employment in industry and reports on building permits issued, which are collected by the Dominion Bureau of Statistics in accordance with the provisions of the Statistics

Act. These statistics are closely followed by large numbers of persons throughout Canada, and the numerous enquiries concerning them received in the Department testify to the value placed upon them by the public.

The tables on page No. 87 show: (Table No. 2) applications, (Table No. 3) vacancies and (Table No. 4) placements in regular and casual employment as reported by the offices of the Employment Service of Canada in the various provinces during the fiscal year. An analysis of the vacancies and placements by industrial groups for the same period is also given (Table No. 5) on pages Nos. 88 and 89. At the base of Tables No. 2, No. 3 and No. 4 are given the comparable totals of the previous fiscal year.

It will be seen from these tables that placements during the fiscal year 1940-41 numbered 504,015. This total was considerably higher than in any previous fiscal year since the passing of the Employment Offices Co-ordination Act in 1918. When comparing placements by industrial divisions during the year under review with the year 1939-40, the most pronounced gains were in construction and maintenance, services, manufacturing and logging, with somewhat smaller increases in transportation and trade, and were mainly attributable to the accelerated tempo of war activities. The only groups in which placements declined were farming and mining, and as these losses were small they did not reduce to any appreciable extent the improvement shown in all other groups.

From reports received from local trade unions a figure is compiled monthly showing the percentage of the membership covered which is unemployed on the last day of the month. These statistics, as carried in the *Labour Gazette*, are worked out in considerable detail, being published in such form that each province as a whole, each industry as a whole and each main division of each industry, for the whole of Canada, are shown separately. When referring to trade union members as unemployed, the term "unemployment" has reference only to involuntary idleness due to economic causes. Members who are engaged at work in other than their own trades or who are idle because of illness are not considered for statistical purposes as unemployed. Workers who are involved in strikes or lockouts are excluded from the tabulations. About two-thirds of all organized workers in Canada are regularly covered in this tabulation. Table No. 6 on page No. 90 gives the percentages of unemployment among the membership of reporting trade unions from January, 1931, to March, 1941, the figure in each case being that for all Canada, for all industries. Figures are also given showing the average monthly trade union membership covered, as well as the average number reported unemployed each month.

LABOUR MOBILITY

While the offices of the Employment Service are located at points of chief industrial activity, the facilities accorded are not utilized only locally, but each office also supplies a considerable number of workers to the contiguous districts. Out of the total of 504,015 placements effected during the period under review, 194,009 were made outside of the centres in which the offices are situated.

Since 1919 the railways have accorded to bona fide applicants at the Employment Service who may desire to travel to distant employment for which no workers are available locally a concession involving a reduced fare. This privilege is effective on the following railroads: Canadian National, Canadian Pacific, Dominion Atlantic, Kettle Valley, Michigan Central, Northern Alberta, Pacific Great Eastern, Quebec Central, Temiskaming and Northern Ontario and the Wabash. The reduced rate is for a coach-class fare at 2.5 cents per mile, obtainable on the surrender of a certificate secured at the employment office. By this means 11,115 persons were aided in securing employment during the year. A

minimum fare of four dollars is stipulated, so that a person travelling to employment at a distance where the reduced rate does not amount to the minimum is not able to derive the benefit therefrom.

DOMINION TO SET UP SYSTEM OF PUBLIC EMPLOYMENT OFFICES

Under the Unemployment Insurance Act, 1940, which was given the Royal Assent on August 7, 1940, it is provided (Section 100) that the Employment Offices Co-ordination Act may be repealed by Proclamation. The Unemployment Insurance Act provides that, as a part of the administrative establishment to apply the Unemployment Insurance scheme, the Dominion Government shall operate a national system of public employment offices. It is in view of this provision that the Act gives the authority to repeal the Employment Offices Co-ordination Act, thereby terminating the subventions previously paid to the provinces under the latter measure.

The provinces, shortly after the enactment of the Unemployment Insurance Act, were requested by the Minister of Labour to prepare to close out their public employment offices at the time that the new Dominion employment service is prepared to give employment placement facilities to the public. The response on the part of the provinces has indicated that in the main they will withdraw from the public employment office field as soon as the Dominion offices are prepared to operate. At the end of the fiscal year negotiations between the Unemployment Insurance Commission and the provinces were still continuing.

Action in regard to the repeal of the Employment Offices Co-ordination Act by Proclamation will not be taken until such time as the local offices of the Unemployment Insurance Commission are about to operate.

TABLE No. 1.—FEDERAL SUBVENTIONS TO THE PROVINCES FOR EMPLOYMENT SERVICE WORK DURING THE FISCAL YEAR 1940-41

Provinces	Amount of Original Expenditures	Amount of Federal Subventions
	\$ cts.	\$ cts.
Nova Scotia.....	24,434 19	6,261 56
New Brunswick.....	9,830 53	2,520 48
Quebec.....	140,539 02	36,025 65
Ontario.....	235,810 11	60,424 47
Manitoba.....	40,294 82	10,327 21
Saskatchewan.....	43,188 60	11,073 30
Alberta.....	34,196 14	8,764 60
British Columbia.....	56,970 16	14,602 73
Total for Canada.....	585,263 57	150,000 00

TABLE No. 2.—APPLICATIONS FOR EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1940, TO MARCH 31, 1941

Provinces	Men	Women	Totals
Nova Scotia.....	26,789	12,899	39,688
New Brunswick.....	9,034	7,466	16,500
Quebec.....	207,333	81,701	289,034
Ontario.....	255,990	92,572	348,562
Manitoba.....	47,770	14,584	62,354
Saskatchewan.....	22,095	8,932	31,027
Alberta.....	39,181	11,353	50,534
British Columbia.....	57,559	17,981	75,540
Totals for Canada.....	665,751	247,488	913,239
Comparable Totals, Year 1939-40.....	571,152	211,240	782,392

TABLE No. 3.—VACANCIES IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1940 TO MARCH 31, 1941

Provinces	Men	Women	Totals
Nova Scotia.....	24,143	12,156	36,299
New Brunswick.....	8,825	7,093	15,918
Quebec.....	94,579	72,723	167,302
Ontario.....	147,944	48,317	196,261
Manitoba.....	22,334	9,470	31,804
Saskatchewan.....	15,948	8,282	24,230
Alberta.....	22,737	8,914	31,651
British Columbia.....	29,690	11,098	40,788
Totals for Canada.....	366,200	178,053	544,253
Comparable Totals, Year 1939-40.....	254,103	134,386	388,489

TABLE No. 4.—PLACEMENTS IN REGULAR AND CASUAL EMPLOYMENT AS REPORTED BY THE OFFICES OF THE EMPLOYMENT SERVICE OF CANADA IN THE VARIOUS PROVINCES DURING THE YEAR APRIL 1, 1940, TO MARCH 31, 1941

Provinces	Regular Placements			Casual Placements			Total Placements		
	Men	Women	Totals	Men	Women	Totals	Men	Women	Totals
Nova Scotia.....	20,193	1,856	22,049	3,795	9,479	13,274	23,988	11,335	35,323
New Brunswick.....	3,376	1,062	4,438	5,423	5,889	11,312	8,799	6,951	15,750
Quebec.....	84,106	25,184	109,290	8,508	24,833	33,341	92,614	50,017	142,631
Ontario.....	98,378	20,437	118,815	41,275	23,706	64,981	139,653	44,143	183,796
Manitoba.....	21,696	3,881	25,577	2,152	5,390	7,542	23,848	9,271	33,119
Saskatchewan.....	11,187	4,478	15,665	4,455	3,042	7,497	15,642	7,520	23,162
Alberta.....	20,203	4,598	24,801	2,685	2,272	4,957	22,888	6,870	29,758
British Columbia.....	14,482	5,173	19,655	15,072	5,749	20,821	29,554	10,922	40,476
Totals for Canada.....	273,621	66,669	340,290	83,365	80,360	163,725	356,986	147,029	504,015
Comparable Totals, Year 1939-40.....	175,934	62,221	238,155	76,464	54,784	131,248	252,398	117,005	369,403

TABLE No. 5.—VACANCIES AND PLACEMENTS OF THE EMPLOYMENT

Industry	Nova Scotia			New Brunswick			Quebec			Ontario		
	Placements			Placements			Placements			Placements		
	Vacancies	Regular	Casual	Vacancies	Regular	Casual	Vacancies	Regular	Casual	Vacancies	Regular	Casual
<i>Manufacturing</i>	827	674	139	579	140	42	411,206	98,44	823	26,202	20,035	4,077
Animal products edible.....	19	10	9	9	4	5	159	127	13	274	174	97
Fur and its products.....				2		2	60	52		8	4	7
Leather and its products.....				2		2	105	91		821	694	338
Lumber and its products.....	154	143	11	94	46	48	1,225	1,125	65	1,047	689	15
Musical instruments.....							1	1		23	15	6
Pulp and paper products.....	7	6	1	12		12	1,779	1,140	628	1,244	593	653
Rubber products.....				5		5	4	1		457	394	54
Textile products.....	4	3	1	4		3	413	339	12	2,938	2,557	336
Plant products edible.....	51	31	20	164	29	134	96	77	4	1,778	1,350	417
Plant products n.o.s.....	3	1	2	5	3	2	37	29	6	222	105	115
Wood distillates.....										1	1	
Chemical and allied products.....	2	2		16	11	5	81	56	1	471	324	141
Clay, glass and stone.....	11	8	3	9		9	81	47	31	708	490	210
Electrical current.....	3	3		33	1	32	57	57		3,015	2808	201
Electric apparatus.....							72	64		1,009	767	224
Iron and steel products.....	534	467	53	110	22	76	5,225	4,378	55	10,461	7,730	834
Non-ferrous metal products.....				21	18	3	1,604	1,564		726	668	57
Mineral products.....	28		28	92	6	86	119	110	8	420	256	162
Miscellaneous.....	11		11				88	86		579	421	149
<i>Logging</i>	1,148	1,101	8	611	543	63	24,718	24,306	204	18,492	14,544	104
<i>Fishing and Hunting</i>				11	7	4	2	2		16	16	1
<i>Farming</i>	290	281	9	80	64	16	1,484	1,471	21	17,526	12,708	4,152
<i>Mining</i>	105	99	6	5		5	164	150	10	1,522	1,391	41
Coal.....	28	28										
Metallic ores.....	77	71	6				100	87	9	1,813	1,222	21
Non-ferrous ores.....				5		5	64	63	1	209	169	20
<i>Communication</i>	24	15	9				115	95	16	87	26	58
<i>Transportation</i>	126	40	86	238	51	187	6,575	2,031	4,498	3,285	727	2,529
Forwarding and storage.....	86	7	79	150	6	144	1,714	683	991	2,382	498	1,882
Railway.....	19	19		2	1	1	172	22	128	161	47	113
Shipping and stevedoring.....	21	14	7	86	44	42	4,683	1,322	3,379	725	166	534
Air.....							6	4		17	16	
<i>Construction and Maintenance</i>	20,093	17,702	2,298	4,161	2,349	1,804	47,103	45,023	1,589	64,503	47,266	15,809
Railway.....	226	56	170	130	16	114	461	178	281	3,632	2,731	845
Highway.....	2,626	639	1,987	1,621	245	1,376	23,607	23,211	190	16,816	5,144	11,630
Building and other.....	17,241	17,007	132	2,410	2,088	314	23,035	21,634	1,118	44,055	39,391	3,334
<i>Services</i>	12,977	2,036	10,130	9,605	1,222	8,246	73,847	25,475	25,024	58,921	20,204	34,466
Governmental.....	319	82	229	121	116	5	389	274	55	3,500	2,664	731
Hotel and restaurant.....	503	185	271	157	92	56	3,040	2,170	153	4,075	3,119	826
Professional.....	1,289	261	915	124	24	98	1,239	587	359	1,799	1,115	635
Recreational.....	64	6	54	55	1	54	403	121	207	1,514	529	999
Personal.....	958	29	929	2,345	39	2,307	1,995	1,048	860	11,164	951	10,201
Household.....	9,844	1,473	7,732	6,801	948	5,726	66,771	21,267	23,990	36,802	11,766	21,102
Farm household.....				2			10	8		67	60	2
<i>Trade</i>	684	98	576	594	62	529	2,046	1,362	551	5,660	1,836	3,666
Retail.....	499	88	401	563	60	500	1,320	871	324	4,804	1,665	3,090
Wholesale.....	185	10	175	31	2	29	726	491	227	756	171	576
<i>Finance</i>	25	3	22	34		34	42	31	5	147	63	78
<i>All Industries</i>	36,299	22,049	13,274	15,918	4,438	11,312	167,302	109,290	33,341	196,261	118,815	64,981
<i>Men</i>	24,143	20,193	3,795	8,825	3,376	5,423	94,579	84,106	8,508	147,944	98,378	41,275
<i>Women</i>	12,156	1,856	9,479	7,093	1,062	5,889	72,723	25,184	24,833	48,317	20,437	23,706

SERVICE BY INDUSTRIES, APRIL 1, 1940, TO MARCH 31, 1941

Manitoba			Saskatchewan			Alberta			British Columbia			Canada		
Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements		Vacancies	Placements	
	Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual		Regular	Casual
1,295	1,040	295	591	479	292	1,094	1,259	157	4335	2274	2030	46,129	55,245	8,237
39	38	1	63	25	37	58	46	11	102	71	29	723	495	202
6	3	3	4	1	13	1	.....	1	5	5	.....	86	65	12
31	13	18	5	2	4	1	.....	1	3	1	2	968	801	104
112	115	6	152	99	39	568	555	6	507	359	142	3,859	3,131	655
1	1	.....	.....	.....	.....	1	1	.....	.....	.....	.....	26	18	9
63	47	16	3	2	1	6	3	2	143	32	111	3,257	1,823	1,424
2	1	1	1	1	.....	.....	.....	.....	.....	.....	.....	469	397	60
170	154	15	2	1	1	16	8	4	62	48	13	3,609	3,110	385
99	52	47	65	38	27	61	49	12	65	36	29	2,379	1,662	690
47	36	11	5	2	3	.....	.....	.....	8	2	6	327	178	145
.....	.....	.....	10	1	9	16	8	8	11	11	.....	38	21	17
21	13	8	.....	.....	.....	13	5	7	49	42	7	653	453	169
24	15	9	77	59	18	99	95	4	36	31	5	1,045	745	289
19	10	4	7	2	5	16	12	4	13	8	5	3,127	2,897	219
36	20	16	3	2	1	7	2	5	24	17	7	1,187	876	285
542	474	105	119	230	83	164	434	65	3,172	1,529	1,622	20,327	15,264	2,893
32	28	4	5	2	3	5	3	3	83	56	27	2,476	2,334	97
38	10	28	26	11	15	57	34	23	35	15	20	816	442	370
13	10	3	44	1	43	5	4	1	17	11	5	757	533	212
1,287	2,563	1	338	198	126	3,430	3,295	102	862	770	61	50,886	47,330	669
13	13	.....	2	2	.....	54	54	.....	5	4	1	103	97	6
10,528	10,068	528	8,145	7,573	189	11,191	10,026	456	1,901	1,644	206	51,145	44,435	5,677
38	108	.....	43	24	15	267	250	8	809	274	28	2,453	2,296	108
.....	.....	.....	14	10	.....	189	180	2	18	8	10	249	226	12
36	98	.....	.....	.....	.....	22	22	.....	143	135	1	1,691	1,635	37
2	10	.....	29	14	15	56	48	1	148	131	17	513	435	59
11	5	6	4	2	2	39	18	21	24	14	10	304	175	122
144	103	43	734	106	629	516	206	310	1,033	175	866	12,651	3,439	9,138
83	44	41	525	24	502	385	75	310	344	36	308	5,669	1,373	4,257
17	15	2	43	43	.....	1	1	.....	16	9	6	431	157	250
1	1	.....	1	1	.....	126	126	.....	642	101	540	6,285	1,775	4,502
43	43	.....	165	38	127	4	4	.....	31	29	2	266	134	129
7,859	7,556	513	3,322	1,805	1,495	4,387	3,825	542	16,200	8,985	7,194	167,628	134,311	31,235
184	179	5	178	160	18	659	650	2	127	121	5	5,597	4,091	1,440
938	897	43	380	294	90	834	625	215	8,941	2,470	6,489	55,763	33,525	22,020
6,737	6,280	465	2,764	1,351	1,387	2,894	2,550	325	7,132	6,394	700	106,268	96,695	7,775
10,151	4,081	5,918	10,494	5,317	4,350	10,504	5,177	5,095	15,213	5,259	9,791	201,512	68,771	101,620
361	329	34	777	568	203	603	549	38	971	158	811	7,041	4,740	2,106
686	667	71	435	357	41	701	549	65	766	552	214	10,363	7,691	1,697
175	126	52	1,016	824	108	186	116	43	1,761	149	1,575	7,589	3,202	3,785
113	34	77	60	16	44	86	12	74	107	41	65	2,402	700	1,544
881	64	821	1,135	41	1,091	888	70	818	1,988	113	1,905	21,354	2,355	18,932
7,497	2,501	4,863	6,227	2,984	2,863	6,202	2,850	2,053	9,614	4,242	5,221	149,758	48,031	73,550
438	360	.....	844	527	.....	1,638	1,031	4	6	.....	.....	3,005	1,992	6
458	228	250	548	156	393	361	86	269	872	239	687	11,123	4,067	6,841
305	173	132	424	117	310	218	46	171	754	194	555	8,887	3,214	5,483
153	55	98	124	39	83	143	40	98	118	45	72	2,236	853	1,358
20	12	8	9	3	6	8	5	2	34	17	17	319	134	172
31,804	25,577	7,542	24,230	15,665	7,497	31,651	24,801	4,957	40,788	19,655	20,821	544,253	340,290	163,785
22,334	21,696	2,152	15,948	11,187	4,455	22,737	20,203	2,685	29,690	14,482	15,072	366,200	273,621	83,365
9,470	3,881	5,390	8,282	4,478	3,042	8,914	4,598	2,272	11,098	5,173	5,749	178,053	66,669	80,360

TABLE No. 6.—TRADE UNION STATISTICS ON UNEMPLOYMENT

—	1931	1932	1933	1934	1935	1936	1937	1938	1939	1940	1941
Average membership reported.....	199,034	171,460	150,352	155,694	164,909	177,653	201,567	226,048	245,748	258,931	.....
Average number unemployed.....	33,505	37,652	33,489	28,320	25,336	23,500	21,639	29,643	30,027	20,114	.....
Percentage of membership unemployed during year on average.....	16.8	22.0	22.3	18.2	15.4	13.2	10.7	13.1	12.2	7.8	.....
Percentage of membership unemployed by months:—											
January 31.....	16.0	22.0	25.5	21.2	18.1	14.8	14.5	12.4	15.9	11.3	6.6
February 28 (29).....	15.6	20.6	24.3	20.0	18.2	13.8	13.7	13.7	16.4	11.7	6.9
March 31.....	15.5	20.4	25.1	19.5	16.7	14.5	12.9	12.8	15.7	10.8	6.6
April 30.....	14.9	23.0	24.5	19.1	17.0	15.1	11.1	13.1	13.9	9.6	.....
May 31.....	16.2	22.1	23.8	18.5	15.9	14.8	9.5	13.2	11.7	7.9	.....
June 30.....	16.3	21.9	21.8	18.0	15.4	13.9	10.4	13.5	11.6	7.6	.....
July 31.....	16.2	21.8	21.2	17.9	15.1	12.5	8.9	14.0	11.1	6.4	.....
August 31.....	15.8	21.4	19.9	16.5	14.2	10.8	7.6	11.6	10.9	5.2	.....
September 30.....	18.1	20.4	19.8	16.4	13.0	10.9	7.7	10.4	9.1	4.4	.....
October 31.....	18.3	22.0	19.8	16.2	13.3	11.0	8.9	12.3	9.0	5.0	.....
November 30.....	18.6	22.8	20.4	17.5	13.3	12.7	11.2	13.7	9.7	6.2	.....
December 31.....	21.1	25.5	21.0	18.0	14.6	14.3	13.0	16.2	11.4	7.4	.....

VII. TECHNICAL EDUCATION ACT

In 1919 the Dominion Parliament passed the Technical Education Act, authorizing a contribution of ten million dollars to the provinces, to be expended over a period of ten years for the purpose of assisting any form of vocational, technical or industrial education or instruction deemed necessary or desirable in promoting industry and the mechanical trades, or increasing the earning capacity, efficiency and productive power of those employed therein. The yearly grants to the provinces, sanctioned under the provisions of the Act, were determined by first setting aside the sum of ten thousand dollars for each province and then dividing the remainder in proportion to population.

As has been pointed out in previous reports, during the ten years in which the Act was operative only the Province of Ontario earned its entire allotment, and in order that the remaining provinces might have a further opportunity to earn the balance of the money originally allotted to them the Act was extended at the 1929 session of Parliament for a term of five years.

At the expiration of the five-year extension there were still three provinces, namely, Manitoba, Nova Scotia and Saskatchewan, which had not been able to take full advantage of their apportionments, and in order that these three provinces might not be deprived of any part of their original appropriation the Act was again extended at the 1934 session of Parliament for another five years.

During the second five-year extension of the Act the Provinces of Nova Scotia and Saskatchewan exhausted the entire balance of their allotments, and at the expiration of this extension Manitoba alone had an unexpended balance.

In order that the Province of Manitoba might have the opportunity to take advantage of the sum still available, during the 1939 session of Parliament the Act was once again extended for five years from March 31, 1939. The Province of Manitoba will accordingly continue to be reimbursed for expenditures made under the provisions of the Act and amendments thereto, up to the amount to its credit, provided that the amount is earned prior to March 31, 1944.

At the beginning of the fiscal year 1940-41 there was available to the Province of Manitoba the sum of \$244,490.43, of which the province earned and received \$18,340.82 during the year, leaving an unearned balance of \$226,149.61.

The extent of the work in Manitoba and the trends of development during the period under review are indicated in the following statement.

MANITOBA

Curriculum Revision.—Following the inclusion of an Arts and Crafts program in the revised curriculum for elementary schools, the Technical Education Branch of the Department of Education conducted a controlled experiment in certain rural school districts. The experiment was well received by teachers and school boards, and the results of the undertaking have influenced school boards and teachers in a large number of additional school districts to promote and organize similar programs.

Courses in homemaking and general shop for use in the junior high school grades, through committee co-operation, were approved by the Department of Education for experimental use.

Trade-schools Regulation Act.—The purpose of the Trade-schools Regulation Act is to guarantee to citizens fair treatment when enrolling for courses with

private trade-schools operating in the Province. Since August, 1940, the time at which the Regulations became operative, 25 trade-schools have been registered. Responsibilities of the Department involve such items as,—

1. Inspecting schools.
2. Checking course content, teaching methods, health conditions, advertising, prices charged for courses and repayment of fees under special condition on discontinuance of studies.

Teacher Training.—Teacher training courses were offered at the University of Manitoba Summer Session in arts and crafts, homemaking and general shop. Over 200 teachers attended these courses. In the general shop course, students followed a program of theory and practice to meet the requirements of the syllabus for certification in general shop.

Correspondence Courses.—To assist workers to meet the constantly changing demands of war industries, over 40 short unit technical correspondence courses were organized in the fall of 1940. The number of students registered during the year under review totalled 1,343. Of this number 41 completed their courses, and 289 took partial courses. The total active enrolment at the close of the year was 1,013.

The following table shows the enrolment in the various correspondence courses from April 1, 1940, to March 31, 1941.

Courses	Adult	High School	Courses	Adult	High School
Accounting.....	2		Forging.....	3	
Air Conditioning.....	1		Freehand Drawing for Mechanical Draftsmen	2	
Aircraft Engine Maintenance.....	2		Journalism.....	1	
Aircraft Materials and Processes.....	1		Lathe.....	3	
Auto Operating and Repair.....	3	13	Machine Drawing.....	1	
Aviation.....	5	8	Machine Shop Work.....	4	
Bookkeeping.....	7	5	Maintenance of Motors and Generators.....	1	
Blueprint Reading, Building Trades.....	3		Merchandising.....	1	
Business English.....	3		Milling.....	7	
Carpentry.....	4	3	Office Practice.....	1	
Commercial Art.....	2	13	Oxy-acetylene Welding... Painting and Decorating.	1	
Contracting and Building	2		Printing.....	2	
Die Making and Stamp- ing.....	2		Principles of Motors and Generators.....	1	
Diesel Engineering.....		16	Radio.....	28	8
Diesel Engines, Operation and Maintenance.....	1		Secretarial.....	1	
Drafting, Aeronautical...	2		Sheet Metal Work.....	4	
Drafting, Mechanical...	3		Shorthand.....	13	23
Dressmaking.....	1	4	Shop Practice.....	2	
Electricity (Practical)...	8	14	Sign Writing.....		1
Electrical Appliances....	1		Slide Rule.....	1	
Electrical Refrigeration..	1		Stair Building.....	1	
Engineering, Automotive	1		Steel Square.....	1	
Engineering, Diesel.....	1		Steam.....	57	
Engineering, Mechanical.	2		Tool Design.....	1	
Engineering, Electrical...	2		Typewriting.....	15	28
			Watch Repairing.....	1	
				214	136

Technical Classes in Schools Outside of Winnipeg.—On the high school level technical classes were offered in General Shop and Homemaking in the following schools:

West Kildonan	Brandon	Goose Lake (Roblin)
East Kildonan	Gimli	Ardal (Arborg)
Emerson	Riverton	Glenwood (St. Vital)
Steinbach	Winkler	Norwood
Selkirk	Grandview	Brunkild.
Neepawa	St. Boniface	

In addition to these classes outside of Winnipeg, vocational evening classes were held at Pine Falls, Roblin, St. Vital and Brunkild.

Technical Classes in Winnipeg.—In Winnipeg, day and evening classes were held as in former years, and in addition to these regular technical classes, which include Industrial Arts, Homemaking and Commercial classes, special groups of trainees from the Army have been attending daily from 5.00 p.m. until 11.00 p.m. Training offered in these classes consists of machine shop, forging, wood-work and electrical.

Winnipeg School of Art.—The total enrolment in all classes of the Winnipeg School of Art during 1940–41 was 213. Six teachers were employed, 2 on full time and 4 part time.

There were 14 male and 18 female students, a total of 32 enrolled in day classes. Studies of the first year class, which numbered 17, included still life, antique, design, lettering and composition. The second year class, numbering 7, and the third year class, numbering 8, were given instruction in life design, figure composition and illustration. Students attended classes 5 days weekly, 5 hours per day, for a total of 875 hours during the session.

Enrolment in evening classes was 79, consisting of 37 male and 42 female students. The antique class, 43 in number, studied drawing, still life, painting and composition, while the 24 members of the life class were instructed in drawing, painting and composition. The modelling class, 12 in number, studied modelling from life, modelling from cast, composition and casting. Students attended classes 3 evenings weekly, $2\frac{1}{4}$ hours per evening, for a total of 210 hours during the session.

Also evening classes were held in show card writing. Thirty-five attended, 21 male and 14 female. Students attended classes 4 hours weekly; total hours for session 80.

There were 43 students, 20 male and 23 female, enrolled in Saturday morning classes. Junior students attended these classes for $2\frac{1}{2}$ hours each Saturday morning, a total of 83 hours during the session.

Special advanced classes were conducted in drawing and painting from life. Enrolment was 17, consisting of 2 male and 15 female.

Brandon Technical School.—Open from September 15 to June 30, the Brandon Technical School offers a course in automobile operation and repair.

One hour per day is spent in the classroom where lessons are given and blackboard sketches and other diagrams are used, and wherever possible actual machine units are taken to the classroom and dismantled. The students spend the balance of the day in the shop where all classes of repairs are made on different kinds of cars. Twelve students took instruction in body repair. Each student receives a course in oxy-acetylene welding which will enable him to handle any welding requirements in the average garage or service station.

In addition to this, the school has been used since February 1st by a special instructor and a class of 20 men sponsored by the army for automotive servicing and repair. The hours are from 5 p.m. to 12 p.m., five days a week.

Vocational Guidance.—The practice of vocational guidance is definitely on the increase in Manitoba, and the Technical Education Branch has been co-operating by providing those interested with pamphlets, group assistance and speakers.

VIII. COMBINES INVESTIGATION ACT.

The Combines Investigation Act, chapter 26, R.S.C., 1927, provides for the investigation of trade combinations, monopolies, trusts and mergers alleged to have operated to the detriment of the public through unlawful agreements and arrangements in restraint of trade. The Act is directed toward facilitating the production and distribution of goods at reasonable prices by preventing or eliminating injurious monopolies and agreements which unduly limit competition or substantially control the supply of any class of goods to the detriment of the public. Methods of unlawfully lessening competition and controlling trade include arrangements between competitors or others to enhance prices, to fix common selling prices or resale prices, and to unduly limit production or facilities for the manufacturing and distribution of goods. A monopoly, trust, merger or agreement of this type which has operated or is likely to operate against the interest of the public is defined by the Act as a combine. Participation or knowing assistance in the formation or operation of a combine is an indictable offence.

Under wartime conditions and needs, investigations and necessary accompanying court proceedings have been conducted on a substantial scale throughout the year. Prevention of unjustified price increases has become a governmental function of greatly increased proportions. Requirements for increased production and lessened availability of imported goods for domestic needs have added to the vital importance of checking excessive price advances by all feasible means, including the maintenance of competitive selling conditions within Canada for both military and civilian supplies not subject to direct government control.

Inquiries conducted both on complaints from the public and in collaboration with the Wartime Prices and Trade Board and other wartime agencies have been made with less publicity than in normal times, and have been concerned with prevention of unnecessary price increases and artificial trade restraints by unauthorized private combinations in trade and industry. Commodities dealt with included building supplies, fuel, foods and a wide range of goods of other classes. Revisions of proposed and existing trade practices have been effected following inquiries under the Act, as in inquiries made into coal and coke distribution in Fort William and Port Arthur with resulting price reductions and discontinuance of distributors' price maintenance arrangements. Court proceedings were conducted during the year in prosecutions relating to corrugated paper boxes, fruits and vegetables and tobacco products.

ALLEGED COMBINE OF SHIPPING CONTAINER MANUFACTURERS

Following an investigation made into an alleged combine of manufacturers of corrugated and solid fibreboard shipping containers throughout Canada, previously reported, twenty accused were tried before Mr. Justice Hope in the Supreme Court of Ontario at Toronto in April and May, 1940, on charges of restraining trade in violation of section 498 of the Criminal Code.

All principal manufacturers in this industry were found to have fixed prices and selling conditions and otherwise restricted competition by unlawful means through the operations of a trade association known as Container Materials Limited. Eighteen manufacturing companies, together with the association and its president, were indicted on charges of combining, in relation to the

manufacture and sale of these leading types of shipping containers, to unduly lessen competition, to restrain or injure trade, to unduly limit production and facilities for manufacturing and dealing, and to unreasonably enhance prices. These offences were alleged to have been committed at the cities of Toronto, Hamilton, London, Peterborough and Waterloo, Ontario; and at Vancouver, Winnipeg, Montreal, Fairville, Halifax and elsewhere in Canada where corrugated paper boxes and solid fibreboard shipping containers were offered for sale. The eighteen manufacturing companies which were connected with the combine are located throughout Canada from Nova Scotia to British Columbia, eleven having their head offices in Ontario, one in Nova Scotia, one in New Brunswick, two in Quebec, two in Manitoba and one in British Columbia. Headquarters of Container Materials Limited, the central organization of the alleged combine, was in the city of Toronto.

By election of the accused the trial was conducted without a jury. Evidence and submissions by counsel extended over a period of thirty-nine days, ending on June 28, 1940. Judgment was reserved to September 6, when Mr. Justice Hope found all twenty accused guilty on all counts of the indictment and imposed fines totalling \$161,500. Fines imposed on each firm ranged in amount from \$10,000 to \$2,500. The convicted president and secretary-treasurer of the association was sentenced to payment of a fine of \$4,000 or to imprisonment for six months in default of payment.

Methods employed to eliminate price competition in the industry were based on a series of written agreements. An extensive system of control was developed to prevent members or associated companies from giving customers lower prices, higher qualities or additional services which deviated from those fixed from time to time by the combination. Member companies were required to furnish deposits with the association, ranging in amount from \$2,500 to \$10,000, as guarantees of observance of association regulations and price control. Through additional levies these deposits held by the organization increased in total amount to a quarter of a million dollars. A sales quota was allotted to each member of Container Materials Limited, representing an adjustable proportion of the total of sales of all quota members. Payments were required to be made into a pool by members who permitted their sales to increase beyond these quotas, while members below quota received corresponding cash distributions from the pool. Approximately \$500,000 was collected and distributed among members through this pool arrangement over a period of seven years. Affidavits were required regularly from officers of member companies, stating that all sales had been reported to the association and that prices as laid down by the association had been upheld. Other features of the combination reviewed in the reasons for judgment delivered in September, 1940, included instances of opposition of members of the combine to the entrance of new manufacturing competitors into the industry, the joint purchase of plant machinery from one firm to secure the withdrawal of an independent competitor from the industry, and the payment of substantial sums of money to another firm following its entry into and conformity with the restrictions of the combination.

In summarizing the facts disclosed in evidence Mr. Justice Hope in his unequivocal reasons for judgment included the following findings:

"The evidence indicates that Container Materials Limited represented that it controlled practically 100 per cent of the industry, and this control extended through its quotas, pool tax, price fixing, restrictions on discounts, restriction on services to customers, type, colour and test of materials used, restrictions on advertising, all of which restrictions were made effective by the imposition of fines and penalties for any infractions thereof. These penalties could be easily imposed by Badden in whom the companies had vested wide powers, and the penalties were readily collectible from the very large accumulation of deposits in the control of Container Materials."

"Badden as Secretary proceeded from time to time to promulgate rulings exercising all the powers of control over the most minute detail, and for the apparent purpose of ensuring absolute uniformity not only with respect to prices but over many factors entering into the

matter of supply and affecting competition. This condition prevailed throughout thus taking from the manufacturers in question the slightest opportunity of free competition in a myriad of small ways which might commend themselves to any particular accused member company or be applicable to its peculiar situation or needs. Free competition was placed in a straight jacket."

"The Crown called evidence as to prices quoted by the accused companies on request for tenders by the public, one instance of the Provincial Government asking for tenders on boxes in connection with motor car markers and the other of the Stationery Department of the Dominion Government. These two instances may well be taken as an illustration of the system followed. Although in each instance several of the companies now accused were requested to tender on specific boxes, all prices submitted were in exact agreement. It may be only a coincidence but after the investigation was commenced under the Combines Investigation Act when similar quotations were submitted they were likewise precisely the same except those of one company, which were considerably higher. This, in my opinion, well illustrates the impossibility of the public securing in this particular commodity the benefit of any competition whatsoever. This uniformity in price, I think, is well borne out in the evidence as being directly attributable to the common design which existed."

In addition to its effects for the sellers and users of the products of this substantial industry, the judgment delivered on the trial, together with the appeal judgments, is of considerable importance as a guide and consolidation with regard to the legal position and the effects of monopolistic trade arrangements and price fixing agreements. The scope and effect of section 498 of the Criminal Code, comprising provisions against combinations in restraint of trade which are complementary to those of the Combines Investigation Act, are set out as interpreted by the courts in previous cases and as applicable to the case tried. The following extracts, quoted from the reasons of the trial judge in reviewing the law, deal with a main feature of the scope of these provisions of the Criminal Code, in answer to contentions on behalf of the accused that the upholding or enhancing of prices "unreasonably" and intention to otherwise restrain trade "unduly", within the meaning of these two chief qualifying words of the statute, had not been shown.

"Undoubtedly, there must be proved and found intention to combine, conspire, agree or arrange and intention to lessen or prevent or limit as the case may be under the respective clauses of 498. But can it reasonably be held that the intention must be to [do so] 'unduly'? The question of 'unduly' is a matter for the Court to determine whether that intention of the accused to combine to lessen and the like would be unduly injurious or oppressive to the public, which is entitled to the benefits to be derived from freedom of competition in trade."

"The duty to inquire into and regulate prices which may change from day to day need not be imposed on the Court, but rather the Court's endeavour should be to seek out the real agreement and to determine whether it interferes with the free course of trade; in short, what was the thing in essence that the defendants were seeking to accomplish, what was the purpose of Container Materials? After a consideration of the evidence herein, it is very clear that restrictions were not by way of price fixing alone, but were restrictions which lessened and prevented competition in various types of service which might be rendered by any individual manufacturer to the public. It is in my opinion quite unnecessary for the Crown to adduce any evidence to show that prices were too high."

"... I am of the opinion that the phrase 'to unreasonably enhance the price thereof' must, in view of the earlier decisions, be interpreted in the sense of the enhancement being unreasonable in manner rather than unreasonable in extent."

On appeals from the convictions, brought before the Court of Appeal for Ontario on January 20, 1941, judgment was reserved on February 11 and was delivered on May 30. The appeals were heard by Chief Justice Robertson and Hon. Justices Middleton, Masten, Fisher and Henderson, all of whom delivered written reasons for judgment. Charges of combining to unduly prevent or lessen competition in the industry were upheld, except as against one accused firm located in the province of New Brunswick, and appeals from the sentences imposed were dismissed. Appeals from conviction on three other counts of the indictment were allowed, and a new trial was directed on a question of admissibility of evidence in the case of the New Brunswick company. Mr. Justice Henderson dissented and would have quashed the convictions on several grounds.

The Chief Justice of Ontario held that the purpose of the real arrangement or scheme of the accused "was to extinguish so far as these manufacturers were

concerned all competition in the barter and sale of these products in Canada just as completely as if Container Materials Limited had a monopoly of them". He found that "the subterfuge of introducing Container Materials Limited as an independent purchaser must count heavily against appellants on any consideration of questions of innocent intention"; and stated that "if as much care had been taken to keep within the law as was taken to seem to be within it, the law would not have been broken". Dealing with the count charging a conspiracy to restrain or injure trade, Robertson, C.J.O., held that there was but one agreement or arrangement, that the evidence applicable to the convictions upheld was equally relevant to this count, and that "having convicted on the first count, it would be improper and unjust to convict again on the second count for the same conspiracy to do the same things described in different terms". Evidence presented at the trial was found in the Court of Appeal to be insufficient to support the further convictions on charges of combining to unduly lessen production and the facilities for producing, supplying or dealing. Reasons for quashing the further conviction of the same accused under the fourth count of the indictment, and additional reasons for sustaining the convictions upheld, were stated by the Chief Justice as follows in part:

"I should be inclined to the opinion that to fix prices high enough to provide from profits the funds necessary for the operation of the pool afford evidence of a conspiracy to unreasonably enhance prices, and would warrant a conviction on the fourth count—for the requirements of the pool cannot be considered a valid reason for raising prices—were it not for the fact that the views I have set forth of the real working of the pooling arrangement were not presented in argument before us, nor do they appear in the reasons for judgment of the learned trial judge.... In the circumstances, however, I do not think it would be safe or proper to uphold the conviction on grounds that have not been argued, and, other grounds failing, I would therefore quash the conviction on the fourth count."

"No doubt this case is to be distinguished from cases where it was part of the conspiracy charged that the volume of output should be restricted, or that only persons engaged in a certain trade or belonging to an association should be supplied, or that there should be some controlled allotment, among the members, of the available business. We have none of these in this case. We have, however, the so-called 'pool' arrangements by which any manufacturer who obtained more than his specified percentage of the total monthly sales was required to pay a substantial part of his gross receipts from the excess to other manufacturers whose sales had fallen below the percentages assigned to them. This necessarily imposed some limitation on the amount of new business any manufacturer could afford to take. In this way also the customers of the one manufacturer were indirectly made to compensate the less successful manufacturer for the business he failed to get. Competition from which everything that makes for success is eliminated except salesmanship is not the free competition that sec. 498 is mainly designed to protect. It brings to the customer no opportunity to buy at a lower price or on better terms, or to buy better or more attractive goods for the same money, and this is one of the principal benefits to be had from free competition. The chief factor in increasing sales under conditions such as prevailed under this arrangement is mere salesmanship."

Mr. Justice Masten in his reasons included the following findings with respect to the operations of the organization:

"When the member companies of Container Materials Limited and certain of the adherents of the organization assessed themselves in the sums paid to Building Products Limited and to Acme Paper Box Company Limited for refraining from manufacturing and so eliminating their competition, the inference necessarily is that they did so for profit with the expectation and purpose of so eliminating competition as to place themselves in a position to exact from the public not only the sums so paid out, but also an enhanced or additional profit to themselves. In other words, for their own advantage and profit they proposed by stifling competition to enable themselves to make the public pay the cost of eliminating Building Products Limited and to make the public recoup to them the \$96,000 which they had paid to Acme for becoming an adherent of the organization and remaining idle.

These two outstanding overt acts of the organization suffice to stamp the common agreement theretofore made as unlawful because intended to unduly lessen competition, but when one couples with these two overt acts the fact that the accused through their central organization exercised substantially complete control over the manufacture and sale of containers throughout Canada, and regulated the trade in them not only as to prices and terms of credit but also to type of product and even colour, it is manifest that competition was not merely 'unduly lessened', it was stifled. The public had to take what they could get and at the prices prescribed by Badden."

Appeals against the affirmation of the convictions will be taken to the Supreme Court of Canada.

ALLEGED COMBINE OF FRUIT AND VEGETABLE DISTRIBUTORS

In May, 1940, eight companies and four individuals, charged with offences under the Combines Investigation Act connected with fruit and vegetable marketing, were tried and acquitted by Mr. Justice H. B. Robertson in the Supreme Court of British Columbia at Vancouver. The charges were laid at the instance of the Attorney General of British Columbia after an investigation under the Combines Investigation Act into an alleged combine of wholesalers and shippers of British Columbia fruits and vegetables. In the report of this investigation, while no combine was found to exist among the three principal wholesale fruit companies of Western Canada as had been alleged, the evidence secured in the inquiry was stated to indicate control in violation of the Act by one of these wholesalers over certain British Columbia companies selling fruit as representatives of growers.

In the prosecution the accused were charged with being parties to the formation of a merger, trust or monopoly in connection with the marketing of British Columbia fruits, vegetables and other products of the soil, contrary to the Combines Investigation Act. The Crown alleged in the prosecution that Dominion Fruit Limited of Winnipeg, a wholly-owned subsidiary of Western Grocers Limited, had purchased fifty per cent of the common stock of Lander Company Limited, a shipper of fruits and vegetables in the Okanagan Valley, itself the owner of half or more of the shares in four fruit and vegetable shipping firms and one fruit and vegetable selling agent, Sales Service Limited, all in British Columbia.

It was held by the Court that an investment in fifty per cent of the shares of another company did not amount to "control" within the meaning of the Combines Investigation Act and that alternatively, if such investment should amount to control over or interest in the business of the company whose shares were held, such interest had not been shown in evidence to have operated as a combine to the detriment or against the interest of the public. Statements of officers of accused companies, testifying as Crown witnesses, that claims and rebates allowed by British Columbia selling companies to the wholesalers were reasonable and given without fraudulent attempt were accepted by the Court, and the rebates were held by the Court to have been justified. Mr. Justice Robertson found also that returns to the growers paid by the companies subject to the questioned investment were not shown in evidence to be any less than those received by other growers dealing with other fruit shippers. The Court further rejected the contention of Crown counsel that detriment to the public within the provisions of the Combines Investigation Act was to be found in the alleged breach of the British Columbia Sales on Consignment Act, which forbids investment by wholesalers in fruit and vegetable shipping firms in the province.

ALLEGED COMBINE OF TOBACCO MANUFACTURERS AND WHOLESALERS

The trial of a number of leading tobacco manufacturers and Alberta tobacco wholesalers before the late Mr. Justice A. A. McGillivray at Edmonton on charges under section 498 of the Criminal Code, laid in the preceding fiscal year after an investigation under the Combines Investigation Act, was discontinued in May, 1940, when a stay of proceedings was entered by counsel for the Crown.

Prosecutions directed against the alleged combine of tobacco manufacturers and wholesalers which continued to operate in 1940 were instituted in November, 1940, under the Combines Investigation Act in the province of Alberta. Proceedings on behalf of the Crown are being conducted by the Alberta Attorney

General's Department, represented by J. C. McRuer, K.C., of Toronto, and H. J. Wilson, K.C., Assistant Deputy Attorney General of Alberta. Mr. McRuer was retained by the Minister of Justice to act as senior Crown counsel under the authority of the provincial Attorney General.

Forty companies and individuals were charged in November, 1940, with unlawfully combining to fix and enhance prices and with participation in the formation or operation of a merger, trust or monopoly against the interest of the public. Eleven of the accused are manufacturers of tobacco products and manufacturers' subsidiary companies with head offices in Quebec and Ontario, including the Imperial Tobacco Company of Canada Limited and five related companies. The remaining companies and individuals charged are wholesalers handling tobacco products. The alleged offences relate to preventing competition, fixing common or resale prices, enhancing prices, limiting facilities for supplying or dealing, and substantially controlling matters of trade throughout the industry to the detriment of the public.

Proceedings preliminary to the trial continued during the remainder of the fiscal year. After the laying of the charges, search warrants were issued in Alberta on behalf of the Crown authorizing search and seizure of documents relevant to the alleged offences. Motion brought by the Imperial Tobacco Company of Canada Limited and the Imperial Tobacco Sales Company of Canada Limited to quash the warrants affecting them was dismissed by Mr. Justice Ives of the Supreme Court of Alberta on December 5. An appeal by the Imperial Tobacco Sales Company of Canada directed to the quashing of one of the warrants was allowed by the Appellate Division of the Alberta Supreme Court in a judgment delivered on March 13. The majority judgment of the Court delivered by Ewing, J.A., held that the warrant should be quashed on the ground of insufficiency of information justifying its issue. The majority judgment upheld the Crown's contention that the provisions of the Combines Investigation Act do not constitute a code with reference to the seizure or production of documents so as to exclude the search warrant provisions of the Criminal Code.

Before pleading, a motion by certain of the accused to quash the charges was dismissed by Mr. Justice Shepherd of the Alberta Supreme Court in December. After delivery of particulars of the charge in January in response to a demand by accused, a motion for an order for the furnishing by the Crown of further particulars was heard and dismissed by Mr. Justice Shepherd in February, 1941. Pleas of not guilty were entered on behalf of six of the accused, and pleas of *autrefois acquit* by thirty-three others who alleged that the previously stayed proceedings were a bar to the prosecution of the charges against them; while one defendant who had discontinued business was not called upon to plead. Two manufacturing companies and one wholesale company elected for trial by a judge without a jury.

A jury empanelled on April 23 to try the issue raised by the special plea of *autrefois acquit* brought in a verdict for the Crown on May 2, on direction by the trial judge that as a matter of law the plea had not been made out. Trial of the pleas of not guilty is now in progress in the Supreme Court of Alberta at Edmonton before Mr. Justice Shepherd and a jury.

An application by the Imperial Tobacco Company of Canada for leave to appeal to the Privy Council from a judgment of the Ontario Court of Appeal, which in the previous fiscal year had dismissed the company's appeal from a court refusal of its application for an order to quash the report of the original investigation, was refused by the Privy Council in November, 1940.

IX. RELIEF LEGISLATION

The reports of the Department of Labour for the fiscal years 1930-31 to 1939-40 inclusive, outline the activities in connection with the administration of relief legislation enacted during that period. Additional information concerning the administration of these statutes is contained in the reports of the Dominion Commissioner of Unemployment Relief under each of the Acts.

Appearing at the end of this chapter, as Table No. 3, is a recapitulation showing Dominion disbursements under relief legislation during the period from September 22, 1930, to the close of the fiscal year ending March 31, 1941.

THE UNEMPLOYMENT AND AGRICULTURAL ASSISTANCE ACT, 1940

At the first session of the nineteenth Parliament legislation was enacted, cited as the Unemployment and Agricultural Assistance Act, 1940. This statute provided that the Governor in Council might enter into agreements with any of the provinces respecting the alleviation of unemployment conditions and of agricultural distress therein and to assist those in need, and might grant financial assistance to any province by way of loan, advance or guarantee for the purpose of assisting the province to pay its share of expenditures incurred for such purposes. It was provided in the legislation that the Act be administered by the Minister of Labour.

DIRECT RELIEF (MATERIAL AID)

Under the provisions of the Unemployment and Agricultural Assistance Act, 1940, agreements were entered into with all the provinces providing for a Dominion contribution towards the cost of direct relief (food, fuel, clothing and shelter, cash in lieu thereof or scrip exchangeable therefor) on a dollar for dollar basis with the province up to a Dominion contribution of 40 per cent, the remainder to be contributed by the municipalities. The agreements further provided for a Dominion contribution of 50 per cent of provincial expenditures for direct relief supplied to those in necessitous circumstances who had not established provincial residence and also to those in need who had provincial residence in one province but who at the time of need resided in another province.

Arrangements were continued with the provinces whereby the municipalities or, in any district where no municipal organizations existed, the province would distribute assistance to persons interned or detained in Canada under Defence of Canada Regulations who were, after investigation, found to be in necessitous circumstances, the Dominion reimbursing the province and/or the municipality through the province 100 per cent for such expenditures as were incurred. Expenditures by the Dominion for this purpose were authorized by Order in Council P.C. 2195, dated May 27, 1940, under authority of the War Measures Act, the expenditures to be charged to War Measures appropriations. The co-operation of the provinces and municipalities enables the distribution of this assistance to be made through existing agencies, obviating the necessity of setting up Dominion machinery.

A Dominion contribution of 50 per cent of direct labour costs incurred by the provinces in completing certain municipal improvement projects authorized in the 1939-40 agreements was provided for in the direct relief agreements with all provinces with the exception of Nova Scotia and Ontario, in which provinces

municipal improvements had not been carried on under the 1939-40 legislation. It was provided that the Dominion contribution should apply only to wages paid to unemployed persons in necessitous circumstances.

Agreements providing for a Dominion contribution of 50 per cent of expenditures incurred in carrying on certain provincial undertakings were entered into which the Province of New Brunswick, which province had adopted a policy of substituting public works for direct relief, and with the Province of Nova Scotia where emergent unemployment conditions existed in certain sections. An agreement with the Province of Quebec provided for a Dominion contribution through the province to expenditures incurred by the City of Quebec in constructing an intercepting sewer system undertaken for the alleviation of unemployment in that city. The Dominion agreed to contribute to expenditures incurred by the province of Ontario in assisting necessitous individuals to cultivate and crop garden plots on vacant lands, and an agreement entered into with the province of Manitoba provided for a Dominion contribution to costs incurred by the province in connection with the carrying on of certain projects for the purpose of enabling recipients of direct relief to work thereon to the value in labour of the relief issued.

FORESTRY TRAINING

Agreements were entered into with the Provinces of Prince Edward Island, New Brunswick, Quebec and British Columbia, providing for a Dominion contribution of 50 per cent of the cost of approved forestry training projects in those provinces. The agreements, which were similar to those of the previous year, specified that those eligible to participate should be single men, 17 to 23 years of age, who were not gainfully employed and who came from families in necessitous circumstances, also single men up to 27 years of age, not gainfully employed, who had been rejected for enlistment for the present war in any of His Majesty's armed forces.

The dates of agreements, Dominion allotments, and claims paid to March 31, 1941, were as follows:

	Date of Agreement 1940	Dominion Allotment	Claims paid to Mar. 31, 1941
		\$ cts.	\$ cts.
Prince Edward Island.....	Oct. 1	5,000 00	3,595 11
New Brunswick.....	Oct. 4	20,000 00	3,202 94
Quebec.....	Oct. 4	140,000 00	64,528 98
British Columbia.....	Sept. 27	75,000 00	14,069 47
		240,000 00	85,396 50

In Prince Edward Island the training given consisted of work on demonstration woodlots. In New Brunswick the projects included general forestry work, cocoon collecting and geological surveying. In Quebec general forestry work was carried on and in British Columbia training of Forest Rangers' assistants was conducted.

Following is a Statistical Summary for the fiscal year ending March 31, 1941—

	Total Enrolled	Discontinued Training	Secured Employment	Enlisted	Completed Course	Days Training Given
Prince Edward Island.....	36	5	9	3	19	2,174
New Brunswick.....	88	56	5	3	24	1,520
Quebec.....	1,019	251	172	22	574	59,941
British Columbia.....	190	44	26	5	115	14,990
	1,333	356	212	33	732	78,625

DEVELOPMENT OF TOURIST HIGHWAYS

The Department of Mines and Resources entered into agreements with the provinces of Manitoba and British Columbia (under the provisions of the Unemployment and Agricultural Assistance Act, 1940) to provide for Dominion assistance in developing tourist highways in those provinces. The agreements provided for contribution by the Dominion of 50 per cent of the total costs incurred by the provinces with the understanding that with respect to employment on the projects preference should be given to relief recipients and persons in necessitous circumstances.

FARM EMPLOYMENT PLAN

Agreements respecting the placement of unemployed necessitous persons in employment on farms, entered into with the provinces of Manitoba, Alberta and British Columbia under The Unemployment and Agricultural Assistance Act, 1939, were, at the request of those provinces, extended for the month of April, 1940. New agreements for the winter of 1940-41 were completed with the same provinces under The Unemployment and Agricultural Assistance Act, 1940, but the Plan was operated only in British Columbia. The agreements provided for a Dominion contribution of 50 per cent of the costs incurred in the payment of \$5.00 per month, plus an additional bonus of \$2.50 per month where continuous employment was maintained, to individuals placed on farms and payment of \$5.00 per month to the employing farmer. The Dominion also contributed half the cost of transportation to the farm and of suitable winter clothing where necessary.

REHABILITATION OF UNEMPLOYED HIGHER AGE PERSONS

Agreements were entered into with all the provinces, with the exception of Prince Edward Island and Quebec, providing for a Dominion contribution of 50 per cent of expenditures incurred by the provinces in re-training and rehabilitating certain unemployed persons who were over the established youth training age limit. No projects were proposed however by the Province of British Columbia. The projects initiated by the other provinces and approved by the Dominion were:—

Nova Scotia.—Training in hardrock mining.

New Brunswick.—Agricultural training.

Ontario.—Training in skilled trades and industrial occupations; agricultural training and a Farm Rehabilitation Plan.

Manitoba.—Hand-made rustic furniture making; Farm Chore Plan.

Saskatchewan.—Farm Chore Plan.

Alberta.—Farm Chore Plan.

RE-ESTABLISHMENT OF SETTLERS

The only activity administered by the Department of Agriculture under the Unemployment and Agricultural Assistance Act, 1940, was that of granting continued assistance to the provinces of New Brunswick, Saskatchewan, Alberta and British Columbia for the re-establishment of settlers in certain areas. The program was designed to assist settlers in pioneer areas to become self-sustaining and expenditures under the agreements were chiefly for the breaking and clearing of land and the purchase of building materials, farm implements and livestock.

The amounts made available under the agreements for the year 1940-41 were as follows:

New Brunswick.....	\$ 20,000
Saskatchewan.....	125,000
Alberta.....	25,000
British Columbia.....	15,000

RELIEF SETTLEMENT

Under the provisions of the Relief Act, 1932, agreements were completed with all the provinces, except Prince Edward Island, providing for a non-recoverable expenditure of one-third of an amount not to exceed \$600 per family for the purpose of providing a measure of self-sustaining relief to families who would otherwise be in receipt of material aid by placing such families on the land. It was provided that the remaining two-thirds of the expenditure should be contributed by the province and the municipality concerned. The agreements covered a period of two years and expired on March 31, 1934.

Under the provisions of the Relief Acts of 1934 and 1935 agreements, effective from April 1, 1934, to March 31, 1936, providing continuity of settlement with the agreements which expired March 31, 1934, were entered into with all the provinces excepting Prince Edward Island. Provision was made in these agreements for an additional non-recoverable contribution by the Dominion, on the recommendation of the province and with the approval of the Governor in Council, of one-third of an amount not exceeding \$100 in the case of a settler who might not be self-supporting at the end of the two-year period and for whom subsistence expenditure during the third year of settlement was deemed necessary. The additional amount for subsistence during the third year, where necessary, applied both to those settled under the 1932 agreements and those settled under the renewal agreements.

Under the provisions of the Unemployment Relief and Assistance Act, 1936, further agreements, effective from April 1, 1936, to March 31, 1940, providing continuity of settlement with the agreements which expired March 31, 1936, were entered into with the provinces of Quebec, Manitoba, and Alberta. Provision is made in said agreements for placement of further families on the land and a non-recoverable expenditure of one-third of an amount not to exceed \$1,000 per family for a period of four years. Provision is also made, on behalf of families settled under previous agreements, for an additional non-recoverable contribution by the Dominion of one-third of an amount not exceeding \$80 per family for the fourth year of settlement and \$70 per family for the fifth year of settlement while in the agreement with Manitoba provision is made for a Dominion contribution of one-third of an amount not exceeding \$70 for the sixth year of settlement on behalf of families settled under the 1932 agreement. It is also provided with respect to Manitoba and Alberta that where the settler has been taken from a district without municipal organization the Dominion and province shall share equally in the expenditures required for the third, fourth, fifth, and, in the case of Manitoba, sixth year of settlement.

Further agreements providing continuity of settlement with the agreements which expired March 31, 1940, were entered into with the Provinces of Quebec, Manitoba and Alberta under the provisions of The Unemployment and Agricultural Assistance Act, 1940. The agreements provided for contributions by the Dominion to expenditures incurred for a period of four years in respect to settlers placed to March 31, 1942, and to expenditures for further assistance, where necessary, to those settled under prior agreements, with the understanding

that Dominion contributions to any expenditures incurred after March 31, 1941, should be contingent upon Parliament appropriating from time to time the funds necessary to meet such contribution. The agreements with Manitoba and Alberta provided for contribution by the Dominion of one-third of the total expenditures incurred not to exceed \$1,000 per family settled, while in the Quebec agreement the total expenditure per family to which the Dominion would contribute was \$800, \$1,000 or \$1,200, depending upon the number in the family and the locality in which settlement was made, it being provided, however, that the aggregate maximum amount to be contributed by the Dominion should not exceed such total as would result if a contribution of \$333.33 was made on behalf of each family. The agreements with Manitoba and Alberta provided that the total expenditures on behalf of any one family during the first two years of settlement should not exceed \$820, and that \$100 should be reserved for the third year and \$80 for the fourth year of settlement. Similar provisions were incorporated in the agreement with Quebec, the maximum amounts to be spent in the first two years and the amounts to be reserved for the third and fourth years being proportionate to those set forth in the Manitoba and Alberta agreements.

The agreement with the Province of Quebec provided that the Dominion would contribute to the settlement of not more than 1,200 families in 1940-41 and 400 families in 1941-42. For the Province of Manitoba the maximum number to be settled with Dominion assistance was 100 in 1940-41 and 50 in 1941-42 and for Alberta, 150 families in 1940-41 and 100 in 1941-42. Provision was made on behalf of families settled under previous agreements for additional contribution by the Dominion of one-third of all amounts expended by the province for subsistence, stock, or equipment up to certain specified amounts.

Table No. 1 shows by provinces the Dominion contributions under the Relief Settlement Agreements and the numbers approved for settlement. The abandonments and cancellations reported by the province are also shown, together with the number of settlers still on the land, classified by years of settlement.

TABLE No. 1.—RELIEF SETTLEMENT PLAN AS AT CLOSE OF THE FISCAL YEAR ENDING MARCH 31, 1941

Dominion Payments		Approvals—All Agreements				Abandonments and Cancellations—All Agreements				STILL ON THE LAND											Total De-pendents	Total Families	Total In-dividuals																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																						
		No. of Settler Families	No. of De-pendents	Total In-dividuals	No. of Settler Families	No. of De-pendents	Total In-dividuals	Families and Year of Settlement																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																					
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COMMITMENTS AND DISBURSEMENTS

Table No. 2 shows the various projects and undertakings authorized under The Unemployment and Agricultural Assistance Act, 1940, and the Dominion disbursements in respect to these matters for the fiscal year 1940-41 as at March 31, 1941.

TABLE No. 2.—THE UNEMPLOYMENT AND AGRICULTURAL ASSISTANCE ACT, 1940
 RECAPITULATION OF DOMINION COMMITMENTS AND DISBURSEMENTS FOR FISCAL YEAR 1940-41—AS AT MARCH 31, 1941

Chargeable to Department of Labour Appropriation	Dominion Disbursements (B)												
	Approved Undertakings	Direct Relief	Municipal Improvements	Provincial Highways and Roads	Other Provincial Works	Farm Employment and Supplementary Plans	Forestry Training	Rehabilitation	Relief Settlement	Other Provincial Undertakings	Other Undertakings (100% Dom.)	Total	
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	
<i>Prince Edward Island</i>													
Direct Relief.....	(A)	16,199 20										19,794 31	
Municipal Improvements.....		13,788 82											
Forest Conservation.....		5,000 00					3,595 11						
<i>Nova Scotia</i>													
Direct Relief.....	(A)	35,761 58										79,608 50	
Provincial Highways.....		85,000 00		12,128 87									
Rehabilitation.....		35,000 00						31,718 05					
<i>New Brunswick</i>													
Municipal Improvements.....		9,500 00	4,087 68									207,280 82	
Special Works—													
Provincial Highways and Roads.....		219,750 00		194,510 68									
Provincial Undertakings.....		7,750 00			2,167 00								
Rehabilitation.....		10,000 00						3,312 52					
Forest Conservation.....		20,000 00					3,202 94						
<i>Quebec</i>													
Direct Relief.....		5,000,000 00	2,762,734 75									2,957,943 9	
Municipal Improvements.....		160,383 35											
Quebec Sewer Project.....		452,700 00	140,680 18										
Forest Conservation.....		140,000 00											
Relief Settlement.....	(A)							64,528 98					
<i>Ontario</i>													
Direct Relief.....		5,000,000 00	2,907,968 43									2,935,295 41	
Rehabilitation.....		25,500 00											
Vacant Land Gardening.....		37,500 00						994 76				25,188 44	
Transportation for Destitute Families.....		50,000 00										1,443 78	
<i>Manitoba</i>													
Direct Relief.....	(A)	997,433 03										1,030,685 03	
Municipal Improvements.....		31,874 05	9,578 97										
Work for Relief.....		5,998 14											
Rehabilitation.....		47,500 00											
Farm Employment.....	(A)							19,297 83					
Relief Settlement.....							1,679 27					2,605 93	

[illegible]

LOANS

Under authority of Orders in Council passed pursuant to The Unemployment and Agricultural Assistance Act, 1940, the Dominion made two loans during the year totalling \$1,271,890.96, and as security for repayment accepted Provincial Treasury Bills bearing interest at the rate of 3 per cent per annum, payable half-yearly. A loan of \$1,000,000 was made to Saskatchewan to enable the Province to meet, in part, its share of relief costs for 1940-41. The other loan of \$271,890.96 was made to British Columbia to cover, in part, the Province's share of relief costs for its fiscal year 1939-40.

The following statement shows, by provinces, the amounts loaned during the year 1940-41; the net loans outstanding March 31, 1940; repayments during the year, and the net loans outstanding March 31, 1941:

<i>Province of Manitoba—</i>	
Loans made during 1940-41.....	\$ Nil
Net loans outstanding March 31, 1940.....	25,573,138 54
Less repayments during 1940-41.....	355,924 36
Net loans outstanding March 31, 1941.....	\$ 25,217,214 18
<i>Province of Saskatchewan—</i>	
Loans made during 1940-41.....	\$ 1,000,000 00
Net loans outstanding March 31, 1940.....	69,875,686 46
Less repayments during 1940-41.....	\$ 70,875,686 46
	62,993 77
Net loans outstanding March 31, 1941.....	\$ 70,812,692 69
<i>Province of Alberta—</i>	
Loans made during 1940-41.....	\$ Nil
Net loans outstanding March 31, 1940.....	26,025,500 00
Less repayments during 1940-41.....	7,500 00
Net loans outstanding March 31, 1941.....	\$ 26,018,000 00
<i>Province of British Columbia—</i>	
Loans made during 1940-41.....	\$ 271,890 96
Net loans outstanding March 31, 1940.....	34,503,762 30
Less repayments during 1940-41.....	\$ 34,775,653 26
	31,265 90
Net loans outstanding March 31, 1941.....	\$ 34,744,387 36
TOTAL OF LOANS TO PROVINCES OUTSTANDING MARCH 31, 1941.....	\$ 156,792,294 23
Canadian Pacific Railway Company (Non-active).....	2,447,221 71
GRAND TOTAL OF LOANS UNDER RELIEF ACTS OUTSTANDING MARCH 31, 1941.....	\$ 159,239,515 94

NOTE.—In addition an Order in Council of March 31, 1941 authorizes further loans to Saskatchewan, not exceeding \$900,000, to enable the Province to pay, in part, its relief costs to March 31, 1941.

RECAPITULATION

Table No. 3 is a recapitulation of Dominion disbursements under relief legislation from September 22, 1930 to March 31, 1941, by provinces, Federal departments, etc.

TABLE No. 3.—RECAPITULATION OF DOMINION DISBURSEMENTS UNDER RELIEF LEGISLATION AS AT MARCH 31, 1941

Province, etc.	Relief Acts 1930 to 1935 inclusive		Relief Act 1936		Relief Act 1937		Relief Act 1938		Relief Act 1939		Relief Act 1940		Total	
	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.	\$	cts.
Prince Edward Island.....	782,231	74	291,415	89	125,190	90	81,010	59	39,651	03	19,794	31	1,339,294	46
Nova Scotia.....	5,571,991	97	1,110,450	00	587,018	93	351,719	05	391,747	20	79,608	50	8,081,534	85
New Brunswick.....	3,564,927	81	1,110,451	93	509,516	13	340,956	61	550,724	04	207,280	82	6,094,858	20
Quebec.....	35,127,842	79	11,601,357	49	6,919,287	63	4,959,362	77	5,110,756	22	2,967,943	91	66,686,550	81
Ontario.....	63,947,078	56	13,982,923	94	7,186,305	02	7,283,555	77	7,532,614	98	2,967,943	91	102,867,773	68
Manitoba.....	14,710,480	55	4,557,580	44	3,073,223	33	2,013,460	85	2,079,245	55	1,030,685	03	27,470,675	75
Saskatchewan.....	34,347,540	61	9,243,698	25	6,213,601	99	2,886,606	95	3,367,859	38	1,564,789	13	57,624,096	31
Alberta.....	10,425,762	27	2,646,838	20	2,324,713	61	1,448,923	65	1,237,841	58	489,794	40	18,573,873	71
British Columbia.....	16,574,791	48	3,500,009	11	2,678,562	55	1,943,700	31	2,823,702	76	1,092,547	16	28,613,313	37
Yukon and N.W.T.....	49,101	31	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	48,101	31
Dept. Public Works.....	1,750,449	01	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,812,210	06
Dept. National Defence.....	22,584,639	15	22,733	38	74,982	05	43,000	00	16,786	53	5,957	93	22,748,099	04
Dept. Mines and Resources.....	3,286,995	98	525,874	68	1,273,574	02	2,578,542	52	4,373,286	15	194,649	88	12,232,923	23
Dept. of Transport.....	1,772,725	74	.....	.....	.....	.....	5,896	16	3,438	98	.....	.....	1,782,060	88
Dept. Justice.....	83,180	55	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	83,180	55
Dept. Agriculture.....	9,999	79	1,581	26	22,111,910	68	8,537,559	88	1,899,914	24	53,715	05	32,614,680	90
Dept. Trade and Commerce.....	62,404	68	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	62,404	68
Dept. of Finance.....	42,968	04	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	156,815	12
National Battlefields Commission.....	24,809	05	.....	.....	28,616	52	43,182	90	17,050	01	24,997	65	34,795	47
Board Railway Commissioners.....	1,000,000	00	.....	.....	.....	.....	.....	.....	9,986	42	.....	.....	1,000,000	00
National Harbours Board.....	.....	.....	49,834	81	24,996	74	.....	.....	.....	.....	.....	.....	.....	.....
Canadian Pacific Railway.....	1,072,746	98	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,072,746	98
Canadian National Railway.....	924,130	87	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	924,130	87
Transportation of Unemployed.....	76,981	13	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	76,981	13
Frontier College.....	.....	.....	7,500	00	7,500	00	7,500	00	7,500	00	.....	.....	30,000	00
Dominion Steel & Coal Corporation.....	93,757	81	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	93,757	81
Algoma Steel Corporation.....	127,830	54	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	127,830	54
Relief Registration.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	84,996	81	177,087	48
Miscellaneous.....	29,342	29	1,417	35	685	15	45,032	00	92,090	67	.....	.....	87,497	11
Administration.....	511,927	93	179,031	80	224,757	20	175,885	78	172,265	55	113,202	07	1,377,070	33
Total.....	218,562,638	33	48,632,698	53	53,364,442	51	32,756,714	47	29,755,866	52	10,897,815	52	393,970,175	88

TABLE No. 4.

**Summary by months of numbers assisted as reported
by the provinces and federal departments from
May, 1932, to August, 1936.**

(See following page.)

In Table No. 4 Dominion totals of the numbers assisted from May, 1932 relief totals are from the

TABLE No. 4.—SUMMARY BY MONTHS OF NUMBERS ASSISTED AS REPORTED BY

Direct Relief (Food, Fuel, Clothing and Shelter)										
Excluding Drought Areas					Drought Areas					Grand Total Direct Relief
Heads of Families	Depen- dents	Indi- vidual Cases	Total	Heads of Families	Depen- dents	Indi- vidual Cases	Total			
1932										
1 May.....	93,608	332,762	30,343	456,713	28,015	112,062	156	140,233	596,946	
2 June.....	103,686	365,063	32,295	501,044	24,468	97,872	136	122,476	623,520	
3 July.....	114,717	440,394	35,572	590,683	21,191	84,765	118	106,074	696,757	
4 August.....	139,227	517,094	34,120	690,441	8,363	33,450	46	41,859	732,300	
5 September.....	158,033	580,644	35,911	774,588	4,032	16,128	22	20,182	794,770	
6 October.....	168,779	627,186	44,952	840,917	6,741	23,593	.....	30,334	871,251
7 November.....	203,680	800,483	45,734	1,049,897	11,617	52,277	58	63,952	1,113,849	
8 December.....	223,037	896,411	50,842	1,170,290	13,120	59,040	66	72,226	1,242,516	
1933										
9 January.....	245,853	992,442	59,034	1,297,329	12,064	54,288	61	66,413	1,363,742	
10 February.....	259,799	1,046,132	66,760	1,372,691	16,273	73,228	82	89,583	1,462,274	
11 March.....	266,847	1,054,673	68,896	1,390,416	18,992	85,463	95	104,550	1,494,966	
12 April.....	267,803	1,089,486	70,097	1,427,746	16,310	73,394	81	89,785	1,517,531	
13 May.....	241,176	962,897	64,001	1,268,074	12,320	55,440	62	67,822	1,335,896	
14 June.....	225,913	819,975	37,179	1,083,067	9,563	43,033	48	52,644	1,135,711	
15 July.....	207,908	747,691	30,446	986,045	9,657	43,456	49	53,162	1,039,207	
16 August.....	202,363	724,453	31,560	958,376	2,080	9,360	11	11,451	969,827	
17 September.....	197,623	691,159	31,528	920,310	8,867	39,901	45	48,813	969,123	
18 October.....	207,362	726,153	42,665	1,019,180	11,685	52,586	59	64,331	1,083,511	
19 November.....	210,665	769,483	46,699	983,847	26,330	118,485	133	144,948	1,128,795	
20 December.....	227,447	786,216	45,197	1,058,860	31,108	139,985	157	171,250	1,230,110	
1934										
21 January.....	236,605	818,989	45,055	1,100,649	34,773	156,478	175	191,426	1,292,075	
22 February.....	248,183	859,118	44,541	1,151,842	35,491	159,709	178	195,378	1,347,220	
23 March.....	257,503	900,637	47,723	1,205,863	33,837	118,429	170	152,436	1,358,299	
24 April.....	236,990	815,739	43,574	1,096,303	31,331	109,658	157	141,146	1,237,449	
25 May.....	228,964	789,125	40,121	1,058,210	33,575	117,512	168	151,255	1,209,465	
26 June.....	201,246	656,743	33,713	891,702	33,168	116,088	167	149,423	1,041,125	
27 July.....	181,790	625,121	30,897	837,088	32,626	114,191	164	146,981	984,789	
28 August.....	186,158	618,458	29,414	834,030	31,866	111,531	160	143,557	977,587	
29 September.....	186,406	608,531	29,616	824,553	19,716	84,232	1,669	105,617	930,170	
30 October.....	197,423	665,635	34,110	897,168	30,031	121,323	2,563	153,917	1,051,085	
31 November.....	196,712	657,043	35,484	889,239	33,124	138,005	3,138	174,267	1,063,506	
32 December.....	212,943	710,364	43,192	966,499	32,878	133,662	4,997	171,537	1,138,036	
1935										
33 January.....	240,193	785,837	42,955	1,068,985	33,548	137,523	5,069	176,140	1,245,125	
34 February.....	240,051	849,652	47,137	1,136,840	33,965	138,984	5,243	178,192	1,315,032	
35 March.....	252,889	868,115	41,242	1,172,246	34,161	139,103	5,319	178,583	1,350,829	
36 April.....	244,862	862,593	54,124	1,161,579	32,901	133,942	5,011	171,854	1,333,433	
37 May.....	234,939	831,988	46,908	1,113,835	31,376	127,444	4,797	163,617	1,277,452	
38 June.....	216,742	759,739	43,424	1,019,905	30,115	122,639	4,591	157,345	1,177,255	
39 July.....	206,137	728,622	41,473	976,232	29,541	120,038	4,546	154,125	1,130,357	
40 August.....	194,019	696,676	34,794	925,489	28,986	117,926	4,437	151,349	1,076,838	
41 September.....	210,720	638,723	37,020	886,463	3,474	14,565	515	18,554	905,017	
42 October.....	215,290	636,038	39,637	890,965	6,850	27,740	915	35,505	926,470	
43 November.....	205,530	688,748	43,310	937,588	18,761	77,979	2,131	98,871	1,036,459	
44 December.....	220,921	781,387	48,175	1,050,483	23,619	99,666	2,723	126,008	1,176,491	
1936										
45 January.....	247,934	883,661	53,932	1,185,527	27,054	110,484	3,023	140,561	1,326,088	
46 February.....	256,367	915,522	54,811	1,226,700	28,908	122,018	3,234	154,160	1,380,860	
47 March.....	257,284	926,705	56,085	1,240,074	29,660	125,090	3,408	158,058	1,398,132	
48 April.....	242,253	880,118	54,087	1,176,458	27,379	116,510	3,165	147,054	1,323,512	
49 May.....	218,573	783,384	47,860	1,049,817	21,262	89,085	2,672	113,019	1,162,836	
50 June.....	196,365	711,640	53,173	961,178	19,574	81,956	2,390	103,920	1,065,098	
51 July.....	185,880	670,021	52,114	908,015	19,884	82,395	2,406	104,685	1,012,700	
52 August.....	179,417	647,100	53,157	879,674	19,261	80,225	2,519	102,005	981,679	

ASSISTED

to March, 1941 are shown. Commencing with September, 1936, the direct National Relief Registration.

THE PROVINCES AND FEDERAL DEPARTMENTS FROM MAY, 1932 TO AUGUST, 1936

Other Aid									Total number assisted other than by Direct Relief		
Trans-Canada Highway	Other Provincial Works	Municipal Works	Federal Works	Work for Transients	Farm Placement numbers on farms	Single Homeless cared for	Movement and Assistance of Settlers	Relief Settlement			
1932											
900	4,303	47,881	189			12,244			65,517	May	1
790	5,300	52,930	264		124	13,612			73,020	June	2
465	364	8,923	308		304	13,023		779	24,166	July	3
424	361	5,295	86		289	13,804		1,706	21,965	August	4
391	519	3,141	188			12,404		2,389	19,032	September	5
310	376	3,455	235			13,127		4,109	21,612	October	6
253	476	1,567	138		2,399	38,035		4,663	47,531	November	7
165	190	858	44		3,422	45,648		6,107	56,434	December	8
1933											
	103	180	32		7,728	50,370		7,442	65,856	January	9
	45	13	45		9,867	53,883		7,715	71,568	February	10
	32	51	280		10,271	53,313		7,925	71,872	March	11
	30	466	122		9,014	53,982		8,537	72,151	April	12
	40	29	194		8,666	52,702		8,988	70,837	May	13
205	3,000	72	159		6	51,912		9,357	64,711	June	14
1,012	7,274	23	53			55,262		9,713	73,337	July	15
9,550	17,209	2,116	45			45,849		10,058	84,827	August	16
8,638	11,135	18,549	55		1	34,978		10,052	83,408	September	17
11,480	17,877	12,332	382		1	41,576		11,277	94,925	October	18
11,753	29,665	25,032	428		4,184	41,243		12,303	124,608	November	19
10,664	35,037	30,013	465		10,247	41,383		12,643	140,452	December	20
1934											
10,735	30,537	28,282	390		14,012	40,979		13,559	138,494	January	21
11,149	34,346	28,577	356		14,808	40,762		13,841	143,839	February	22
10,975	36,840	24,802	394		16,065	42,709		14,276	146,061	March	23
9,403	27,194	14,967	413			45,335		14,895	112,207	April	24
8,664	30,141	19,348	399			46,144		14,872	119,568	May	25
8,235	46,885	28,901	382			40,708		15,581	140,692	June	26
7,410	37,874	28,298	266			37,996		15,469	127,313	July	27
6,181	19,338	20,620	329			31,600		16,200	94,268	August	28
6,253	20,250	18,255	410			29,123	111	18,011	92,413	September	29
5,889	18,020	15,822	628		9	32,425	143	17,354	90,290	October	30
4,487	16,166	12,240	640		2,838	36,005	86	17,975	90,437	November	31
3,902	31,592	9,880	502		7,899	36,031	30	17,975	107,811	December	32
1935											
2,741	35,609	3,881	677		11,428	37,403	31	18,163	109,933	January	33
2,843	44,124	3,420	668		12,009	37,546	20	18,229	118,859	February	34
2,760	40,334	4,965	743		12,208	38,856	130	18,279	118,275	March	35
2,457	37,817	834	766			39,048	57	18,104	99,083	April	36
2,547	8,400	790	593			37,024	12	18,097	67,463	May	37
4,937	10,305	1,102	703			38,333		18,073	73,453	June	38
5,407	2,332	1,174	902			34,137		18,168	62,110	July	39
8,522	2,910	840	954			28,886		18,581	60,643	August	40
11,646	3,014	932	1,217			24,983		18,477	60,269	September	41
11,880	5,188	1,439	2,297			32,937		18,821	72,562	October	42
7,317	5,220	1,858	1,205		3,637	39,346		18,752	77,335	November	43
4,294	3,557	1,667	776		8,844	40,186	22	18,912	78,258	December	44
1936											
3,873	1,759	2,024	841		12,838	40,131		18,722	80,188	January	45
3,871	1,897	1,895	799		13,287	39,470		18,586	79,805	February	46
3,538	1,202	1,891	978		14,020	34,376		18,577	74,582	March	47
4,015	7	1,091				15,366		18,291	38,770	April	48
4,811	40	1,056				14,135		18,295	38,337	May	49
4,195	1,902	1,227				6,074		18,219	31,617	June	50
6,428	14,688	748				5,278	391	17,984	45,517	July	51
7,258	20,321	1,180				4,876	359	17,912	51,906	August	52

DEPARTMENT OF LABOUR

TABLE No. 4.—SUMMARY BY MONTHS OF NUMBERS ASSISTED

		Direct Relief (Food, Fuel, Clothing and Shelter)								
		National Relief Registration								
		Urban				Agricultural				Grand Total of Direct Relief Recipients
		Heads of Families	Depend- ents	Indi- vidual Cases	Total	Heads of Families	Depend- ents	Indi- vidual Cases	Total	
1936										
53	September.....	150,778	508,958	47,557	707,293	44,991	196,989	6,347	248,327	955,620
54	October.....	155,087	522,475	51,965	729,527	51,346	220,642	7,281	279,269	1,008,796
55	November.....	159,431	538,195	55,280	750,906	54,782	232,946	7,733	295,461	1,046,367
56	December.....	171,076	575,432	58,849	805,357	57,400	244,616	7,936	309,952	1,115,309
1937										
57	January.....	182,514	614,207	61,735	858,456	59,263	252,417	8,095	319,775	1,178,231
58	February.....	187,049	629,352	62,882	879,283	60,846	259,033	8,297	328,176	1,207,459
59	March.....	186,292	629,231	62,620	878,143	61,343	261,190	8,226	330,759	1,208,902
60	April.....	176,520	597,738	59,542	833,800	60,099	257,826	7,942	325,867	1,159,667
61	May.....	156,423	528,845	52,480	737,748	55,543	237,234	7,375	300,152	1,037,900
62	June.....	135,925	456,966	43,399	636,290	49,552	208,212	6,731	264,495	900,785
63	July.....	121,400	402,590	39,909	563,899	44,037	178,921	6,414	229,372	793,271
64	August.....	110,416	364,469	36,505	511,390	44,889	181,337	6,618	232,844	744,234
65	September.....	100,600	324,087	31,152	455,839	52,913	209,049	7,114	269,076	724,915
66	October.....	103,864	333,070	33,877	470,811	65,379	257,435	8,421	331,235	802,046
67	November.....	112,316	360,703	40,456	513,475	71,763	282,190	9,120	363,073	876,548
68	December.....	127,310	411,650	41,381	580,341	74,428	292,624	9,531	376,583	956,924
1938										
69	January.....	139,137	449,812	43,025	631,974	75,793	297,643	9,755	383,191	1,015,165
70	February.....	144,557	466,553	43,419	654,529	76,950	302,578	9,891	389,419	1,043,948
71	March.....	144,696	467,979	40,015	652,690	77,388	304,720	9,928	392,036	1,044,726
72	April.....	139,897	453,091	39,306	632,294	77,248	304,617	10,063	391,928	1,024,222
73	May.....	127,284	410,306	38,370	575,960	75,053	295,508	9,931	380,492	956,452
74	June.....	115,568	369,476	35,836	520,880	71,820	282,216	9,651	363,687	884,567
75	July.....	109,854	351,120	36,153	497,127	67,213	262,952	9,264	339,429	836,556
76	August.....	104,443	332,848	33,808	471,099	56,790	221,625	8,121	286,536	757,635
77	September.....	98,446	312,459	33,827	444,732	50,795	85,558	2,519	108,872	553,604
78	October.....	103,958	330,934	38,370	473,262	32,830	130,981	3,984	167,795	641,057
79	November.....	116,815	373,061	45,017	534,893	49,601	196,339	5,996	251,936	786,829
80	December.....	132,482	426,380	45,804	604,666	57,504	227,392	6,915	291,811	896,477
1939										
81	January.....	146,754	472,721	48,721	668,196	60,636	240,445	7,251	308,332	976,528
82	February.....	153,639	494,332	49,925	697,896	63,116	250,130	7,525	320,771	1,018,667
83	March.....	155,291	499,535	49,868	704,694	63,392	251,877	7,573	322,842	1,027,536
84	April.....	151,108	486,767	48,248	686,033	62,488	248,862	7,473	318,832	1,004,856
85	May.....	138,370	444,023	43,881	626,274	58,180	231,947	7,020	297,147	923,421
86	June.....	123,455	393,771	40,182	557,408	55,366	219,780	6,772	281,918	839,326
87	July.....	118,637	376,071	40,012	534,720	53,302	211,027	6,005	270,934	805,654
88	August.....	120,383	386,183	38,251	544,817	50,777	200,725	6,333	257,835	802,652
89	September.....	107,696	346,401	34,887	488,984	9,721	38,856	1,452	50,029	539,013
90	October.....	105,402	341,474	37,433	484,309	11,541	46,492	1,541	59,574	543,883
91	November.....	109,184	356,896	41,813	507,893	15,030	60,912	1,861	77,803	585,696
92	December.....	119,202	392,770	44,704	556,676	13,494	57,464	1,612	72,570	629,246
1940										
93	January.....	132,047	438,937	47,066	618,050	17,761	76,414	1,918	96,093	714,143
94	February.....	137,452	455,772	47,748	640,972	20,700	89,279	2,114	112,093	753,065
95	March.....	138,961	461,832	48,076	648,869	22,760	98,627	2,286	123,673	772,542
96	April.....	132,612	440,129	47,107	619,848	23,997	103,843	2,396	130,236	750,084
97	May.....	118,247	389,801	42,202	550,250	20,265	87,254	2,093	109,612	659,892
98	June.....	99,151	321,929	37,889	458,969	15,681	67,016	1,703	84,400	543,369
99	July.....	85,583	274,919	33,808	394,310	11,589	48,975	1,409	61,973	456,283
100	August.....	69,553	223,144	28,546	321,223	8,541	35,752	1,165	45,458	366,681
101	September.....	53,752	167,579	25,385	246,716	2,902	11,869	585	15,356	292,072
102	October.....	49,131	152,619	24,972	226,722	4,605	18,439	734	23,778	250,500
103	November.....	49,781	155,981	26,401	232,163	7,651	31,101	1,020	39,772	271,935
104	December.....	53,284	169,650	28,043	250,977	10,713	44,456	1,257	56,426	307,403
1941										
105	January.....	56,784	183,160	28,901	268,845	10,030	42,563	1,236	53,829	322,674
106	February x.....	57,746	179,469	33,785	271,000	10,828	46,840	1,332	59,000	330,000
107	March x.....	56,254	174,404	33,342	264,000	11,215	48,429	1,356	61,000	325,000

x Preliminary figures.

xx As explained on page 8, the Youth Training Programme during 1939-40 and 1940-41 was carried out under the Youth

FROM SEPTEMBER 1936 TO MARCH 1941

Other Aid as Reported by the Provinces

Numbers Assisted during each Month

Trans-Canada Highway	Other Provincial Works	Municipal Works	Works for Transients	Farm Placement Number on farms	Single Homeless Cared for	Movement and Assistance of Settlers	Relief Settlement	Youth Training	National Forestry Program	Rehabilitation Plans for Older Persons	Total Number Assisted Other than by Direct Relief	
1936												
6,829	24,967	1,401			4,954	494	18,493				57,138	September.. 53
9,832	37,988	839		4,376	5,675	2,761	18,264				79,735	October... 54
6,249	35,017	620	697	10,642	5,832	953	18,470				78,530	November.. 55
3,064	18,464	67	2,984	36,177	5,883	580	18,888				85,607	December.. 56
1937												
1,191	11,875	175	4,731	40,763	5,683	304	18,330				83,052	January.... 57
330	7,446	438	4,814	43,254	5,191	589	18,334				80,396	February... 58
399	5,135	478	5,223	43,087	5,087	1,715	18,123				79,247	March..... 59
126	2,759	215	4,505	34,111			18,163				59,879	April..... 60
1,338	6,261	415	5,093				18,261				31,368	May..... 61
2,215	11,786	656	2,245				18,409	332			35,643	June..... 62
2,744	18,226	608	1,815				18,610	925			42,928	July..... 63
2,392	18,338	737					19,121	1,258			41,846	August.... 64
1,274	16,845	980					21,491	1,598			42,188	September.. 65
723	15,046	980		5,178			22,720	3,545			48,192	October.... 66
212	9,922	1,225	1,920	20,710			23,788	19,098			76,875	November.. 67
71	4,234	1,415	2,486	33,559			24,211	15,941			81,917	December.. 68
1938												
54	3,019	133	2,629	37,838			24,210	23,851			91,734	January.... 69
58	2,844	180	3,858	39,673			24,015	26,166			96,794	February... 70
20	787	164	2,690	39,505			24,331	32,590			100,087	March..... 71
	599	1,167		32,232			24,689	9,730			68,417	April..... 72
	1,166	1,359					25,365	2,487			30,377	May..... 73
	3,248	2,112					26,381	2,882			34,623	June..... 74
	7,419	975					27,168	3,075			38,637	July..... 75
	13,708	1,596					28,690	3,580			47,574	August.... 76
	17,772	1,386					30,996	4,063			54,217	September.. 77
	17,231	1,943	13	772			31,563	11,948			63,470	October.... 78
	11,179	2,559	1,889	7,184			31,492	18,768		183	73,254	November.. 79
	6,647	2,806	2,036	15,792			31,693	26,274		302	85,550	December.. 80
1939												
	7,168	1,424	2,077	23,721			34,298	31,395		302	100,385	January.... 81
	9,399	1,298	3,126	26,079			34,169	29,722		329	104,122	February... 82
	10,878	534	2,328	27,783			34,099	29,026		337	104,985	March..... 83
	397	1,440	1,841	22,179			34,890	xx		415	61,162	April..... 84
	2,152	1,604	110	922			35,664		180	2,073	42,605	May..... 85
	10,408	1,664	1,250				36,409		1,883	2,491	54,105	June..... 86
	22,715	2,921	1,392				37,482		2,843	3,219	70,572	July..... 87
	24,619	4,789	521				38,613		3,516	2,319	74,377	August.... 88
	23,710	7,997	11				40,162		3,557	2,409	77,846	September.. 89
	21,580	12,377					40,695		2,355	2,217	79,224	October.... 90
	7,582	9,970		778			40,985		1,144	1,968	62,427	November.. 91
	1,694	5,689		1,719			41,119		363	1,811	52,395	December.. 92
1940												
	1,034	2,277		2,773			41,046		205	1,614	48,949	January.... 93
	910	4,255		3,201			41,179		195	2,082	51,822	February... 94
	1,410	5,566		2,793			41,204		160	1,998	53,131	March..... 95
	138	4,015		1,523			38,042			2,049	45,767	April..... 96
	252	2,244					38,018			2,095	42,609	May..... 97
	439	978					37,967		262	2,179	41,825	June..... 98
	1,665	767					38,019		871	2,244	43,566	July..... 99
	1,605	873					39,674		1,141	2,218	45,511	August.... 100
	1,880	674					40,824		1,073	2,277	46,728	September.. 101
	1,614	554					41,303		760	2,101	46,332	October.... 102
	499	356					41,421		35	2,488	44,799	November.. 103
	627	343		78			41,823			1,874	44,745	December.. 104
1941												
	306	251		93			42,155			1,905	44,710	January.... 105
	206	280		75			42,194			1,355	44,110	February... 106
	198	523		75			42,313			1,373	44,482	March..... 107

Training Act, 1939, and is dealt with in the report of the Supervisor of Youth Training.

THE NATIONAL REGISTRATION BRANCH

INCEPTION OF THE NATIONAL RELIEF REGISTRATION

The National Employment Commission Act, 1936, under which the National Employment Commission was established in May, 1936, required the Commission to undertake a national registration and classification of persons receiving direct relief throughout Canada (Sec. 6 (a)). To meet this obligation there was set up the Registration Branch of the Commission, which, in co-operation with the governments of the provinces and municipalities, took a first national registration of persons on relief (where the Dominion contributed financially to such relief) in September, 1936. In order to secure regular and current figures, comparable to those available for September, 1936, the provinces and municipalities were required to provide follow-up returns for each month commencing with October, 1936. In September of 1937, 1938, 1939 and 1940 complete re-registrations were taken, and these, too, were kept up-to-date month by month subsequently.

In Section III of its final report the National Employment Commission recommended that the work of the registration be carried forward under the Minister of Labour, after the termination of the work of the Commission itself. Consequently, when the Commission ceased to exist at February 1, 1938, the work of the registration was placed under the Department of Labour, where it has remained as the National Registration Branch.

FUNCTIONS OF THE BRANCH

For these national registrations standard forms have been provided by the Dominion to the authorities distributing relief, in order to secure uniform data. During the past two and a half years, on an average, about 2,000 local authorities throughout Canada have been issuing relief to which the Dominion contributed. Bearing in mind the number of local authorities which must be depended upon for reports, as well as the lack of clerical facilities in many smaller municipalities, the degree of co-operation secured from the provinces and municipalities has been very satisfactory.

Information tabulated from registration returns has been made available to Parliament and to the several interested branches of government, Dominion, provincial and municipal, and has been utilized extensively by the Department of Labour. In addition, monthly and special reports have been issued, statistically analysing the numbers and classes of persons on direct relief.

Published reports have given statistics indicating a main separation of totals on relief into urban relief and agricultural relief by provinces and classes of municipalities. Within each group information has been made available showing the family classification, length of time on relief, numbers of returned soldiers on relief and, in some cases, housing conditions. In the case of urban relief a complete segregation as to reported degree of employability has been maintained. Records of fully employable persons have been tabulated to show their age and employment record, e.g., industry of normal employment, when last employed, whether wage earner or occupational worker, and the like. Records of persons only partially employable or unemployable have likewise been specially tabulated as to the more significant features. Data given in regard to farmers on agricultural relief have referred to causes of being on relief, time of last self-dependence, and so forth. Further, the registration of persons on relief through the Department of Pensions and National Health and of Indians on relief through the Indian Affairs Branch, Department of Mines and Resources, has also been performed.

In addition to its main function of the national registration of persons on relief through the municipalities and/or provinces, the National Registration Branch has been making use of the records of the national registration carried out during August, 1940, for all persons sixteen years and over in order to locate any available labour supply having skilled or semi-skilled metal trades experience.

Such persons who were registered as unemployed or working at other than their usual occupation or trade as at August, 1940, are being contacted in order to ascertain their present availability for employment. Forty-five thousand persons have been sent questionnaire cards and those who reported themselves as still unemployed or not at their respective or usual trade are referred to the Employment Service Branch. Of the above total, 25,145 persons have replied as up to July 31, 1941, of whom 7,674 indicate themselves as being available, 14,273 not available due to presently working and 3,198 not contacted because of changed or wrong addresses, and deaths.

RESUME OF NUMBERS ON RELIEF DURING FISCAL YEAR

The tables which follow provide a résumé of numbers of persons on direct relief, issued by the municipalities and/or the provinces (to which the Dominion contribute) throughout Canada, as derived from the national registration for all months from September, 1936, to February, 1941, including averages for the years 1937, 1938, 1939, and 1940.

Direct relief, in the sense here used, does not include persons being provided with work on relief projects paid for at wages, even though such work was undertaken to alleviate unemployment. Direct relief is divided into urban relief and agricultural relief. Agricultural relief refers to assistance given to resident farm operators and their dependents for human subsistence, where such farmers would normally derive their livelihood from the land which they occupy. Urban relief refers to all persons other than farm operators and their dependents, and thus includes both unemployed and unemployable persons. "Head of family" is used to designate a person who is socially responsible for the support of one or more dependents. An "individual person" is one who is neither a dependent of a head of a family nor has anyone dependent upon himself. The term "wife" refers to the member of a family unit who performs the housekeeping duties and "wives" are a sub-classification of "dependents". "Dependents" are all who look to the head of a family for their support and thus "dependents" include some adult employable persons still living under the parental roof.

The Dominion totals as shown in the accompanying tables include all the provinces except New Brunswick, which province had substituted a works program for direct relief subsequent to April 1, 1937. Similarly, the provinces (excluding New Brunswick) indicate having persons in receipt of both urban and agricultural relief, with the exception of Nova Scotia where urban relief only is distributed. Moreover, as already indicated in the case of all provinces, the present figures include only persons receiving relief to which the Dominion Government contributed financially.

INDEX OF TABLES

Tables I, II, and III deal respectively with heads of families, individual persons and a total of both combined on urban relief, by degree of employability; numbers and percentages are given for all tables.

Tables IV, V, and VI show numbers and percentages for fully employable, partially employable and unemployable persons on urban relief, by domestic status (i.e., head of family, individual person or dependent) as indicated. Table VII relates to the non-worker type dependents of heads of families, by numbers.

Tables VIII, IX, and X deal with total persons on urban relief. Table VIII shows, by numbers, urban relief recipients in terms of fully employables, partially employables, unemployables and non-worker type dependents; this same breakdown by percentages is available in Table IX. Table X includes totals on urban relief (numbers and percentages) separated by degree of employability of individual persons and families (i.e., heads of families with their dependents).

Table XI deals with resident farm operators and their dependents on agricultural relief, by domestic status.

Table XII indicates numbers and percentages of persons on direct relief; totals on urban relief and agricultural relief are shown separately.

TABLE I.—DOMINION TOTALS OF HEADS OF FAMILIES IN RECEIPT OF URBAN RELIEF TO WHICH THE DOMINION CONTRIBUTED
MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY DEGREE OF EMPLOYABILITY

	Heads of Families							
	Numbers				Per Cent			
	Fully Employable	Partially Employable	Unemployable	Total	Fully Employable	Partially Employable	Unemployable	Total
1936								
September.....	120,665	19,658	10,455	150,778	80.0	13.0	7.0	100
October.....	124,222	20,249	10,616	155,087	80.1	13.1	6.8	100
November.....	127,788	20,888	10,755	159,431	80.2	13.1	6.7	100
December.....	138,151	22,043	10,882	171,076	80.7	12.9	6.4	100
1937								
January.....	148,211	23,358	10,945	182,514	81.2	12.8	6.0	100
February.....	152,269	23,800	10,980	187,049	81.4	12.7	5.9	100
March.....	151,606	23,972	10,714	186,292	81.4	12.9	5.7	100
April.....	143,206	23,034	10,280	176,520	81.1	13.1	5.8	100
May.....	125,971	20,877	9,575	156,423	80.5	13.4	6.1	100
June.....	108,094	18,888	8,943	135,925	79.5	13.9	6.6	100
July.....	95,733	17,323	8,344	121,400	78.8	14.3	6.9	100
August.....	86,324	16,259	7,833	110,416	78.2	14.7	7.1	100
September.....	76,090	15,088	9,422	100,600	75.6	15.0	9.4	100
October.....	78,796	15,202	9,866	103,864	75.9	14.6	9.5	100
November.....	86,243	15,842	10,231	112,316	76.8	14.1	9.1	100
December.....	99,792	16,895	10,623	127,310	78.4	13.3	8.3	100
Average.....	112,694	19,211	9,814	141,719	79.1	13.7	7.2	100
1938								
January.....	110,575	17,707	10,855	139,137	79.5	12.7	7.8	100
February.....	115,657	17,983	10,917	144,557	80.0	12.4	7.6	100
March.....	116,701	17,482	10,513	144,696	80.7	12.1	7.2	100
April.....	112,521	16,965	10,411	139,897	80.4	12.1	7.5	100
May.....	101,691	15,733	9,860	127,284	79.9	12.4	7.7	100
June.....	91,340	14,816	9,412	115,568	79.0	12.8	8.2	100
July.....	86,467	14,200	9,187	109,854	78.7	12.9	8.4	100
August.....	81,949	13,646	8,848	104,443	78.4	13.1	8.5	100
September.....	76,064	12,489	9,893	98,446	77.3	12.7	10.0	100
October.....	80,744	12,891	10,323	103,958	77.7	12.4	9.9	100
November.....	91,755	13,893	11,167	116,815	78.5	11.9	9.6	100
December.....	106,035	14,834	11,613	132,482	80.0	11.2	8.8	100
Average.....	97,625	15,220	10,250	123,095	79.2	12.4	8.4	100
1939								
January.....	119,099	15,699	11,956	146,754	81.2	10.7	8.1	100
February.....	125,406	16,046	12,187	153,639	81.6	10.5	7.9	100
March.....	126,939	16,154	12,198	155,291	81.7	10.4	7.9	100
April.....	123,404	15,743	11,871	151,018	81.7	10.4	7.9	100
May.....	112,310	14,715	11,345	138,370	81.2	10.6	8.2	100
June.....	98,910	13,711	10,834	123,455	80.1	11.1	8.8	100
July.....	93,850	13,395	11,392	118,637	79.1	11.3	9.6	100
August.....	95,325	13,585	11,473	120,383	79.2	11.3	9.5	100
September.....	84,098	12,447	11,151	107,696	78.1	11.6	10.3	100
October.....	81,653	12,380	11,369	105,402	77.5	11.7	10.8	100
November.....	84,631	12,856	11,697	109,184	77.5	11.8	10.7	100
December.....	93,720	13,490	11,992	119,202	78.6	11.3	10.1	100
Average.....	103,279	14,185	11,622	129,086	79.8	11.1	9.1	100
1940								
January.....	105,578	14,227	12,242	132,047	79.9	10.8	9.3	100
February.....	110,417	14,628	12,407	137,452	80.3	10.7	9.0	100
March.....	111,739	14,829	12,393	138,961	80.4	10.7	8.9	100
April.....	106,243	14,289	12,080	132,612	80.1	10.8	9.1	100
May.....	93,911	12,982	11,354	118,247	79.4	11.0	9.6	100
June.....	76,873	11,685	10,593	99,151	77.5	11.8	10.7	100
July.....	64,912	10,649	10,022	85,583	75.9	12.4	11.7	100
August.....	51,019	9,275	9,239	69,533	73.4	13.3	13.3	100
September.....	33,131	10,747	9,874	53,752	61.6	20.0	18.4	100
October.....	29,071	10,275	9,785	49,131	59.2	20.9	19.9	100
November.....	29,302	10,491	9,988	49,781	58.8	21.1	20.1	100
December.....	32,172	11,036	10,076	53,284	60.4	20.7	18.9	100
Average.....	70,364	12,093	10,838	93,295	75.4	13.0	11.6	100
1941								
January.....	35,081	11,367	10,328	56,776	61.8	20.0	18.2	100
February.....	35,387	11,337	10,263	56,987	62.1	19.9	18.0	100

TABLE II.—DOMINION TOTALS OF INDIVIDUAL PERSONS IN RECEIPT OF URBAN RELIEF TO WHICH THE DOMINION CONTRIBUTED

MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY DEGREE OF EMPLOYABILITY

	Individual Persons							
	Numbers				Per Cent			
	Fully Employable	Partially Employable	Unemployable	Total	Fully Employable	Partially Employable	Unemployable	Total
1936								
September.....	28,872	10,342	8,343	47,557	60.7	21.7	17.6	100
October.....	32,481	10,948	8,536	51,965	62.5	21.1	16.4	100
November.....	35,555	11,225	8,500	55,280	64.3	20.3	15.4	100
December.....	38,781	11,567	8,501	58,849	65.9	19.7	14.4	100
1937								
January.....	41,274	11,989	8,472	61,735	66.9	19.4	13.7	100
February.....	42,219	12,266	8,397	62,882	67.1	19.5	13.4	100
March.....	42,038	12,285	8,297	62,620	67.1	19.6	13.3	100
April.....	39,723	11,736	8,083	59,542	66.7	19.7	13.6	100
May.....	34,089	10,690	7,701	52,480	64.9	20.4	14.7	100
June.....	26,648	9,495	7,256	43,399	61.4	21.9	16.7	100
July.....	23,706	9,086	7,117	39,909	59.4	22.8	17.8	100
August.....	21,082	8,562	6,861	36,505	57.7	23.5	18.8	100
September.....	13,805	9,716	7,631	31,152	44.3	31.2	24.5	100
October.....	15,783	10,250	7,844	33,877	46.6	30.3	23.1	100
November.....	21,498	10,952	8,006	40,456	53.1	27.1	19.8	100
December.....	21,752	11,449	8,180	41,381	52.6	27.7	19.7	100
Average.....	28,635	10,706	7,821	47,162	59.0	23.6	17.4	100
1938								
January.....	22,906	11,842	8,277	43,025	53.3	27.5	19.2	100
February.....	23,167	11,958	8,294	43,419	53.4	27.5	19.1	100
March.....	22,013	10,721	7,281	40,015	55.0	26.8	18.2	100
April.....	21,613	10,373	7,320	39,306	55.0	26.4	18.6	100
May.....	21,057	10,129	7,184	38,370	54.9	26.4	18.7	100
June.....	19,226	9,583	7,027	35,836	53.7	26.7	19.6	100
July.....	19,852	9,422	6,879	36,153	54.9	26.1	19.0	100
August.....	17,893	9,167	6,748	33,808	52.9	27.1	20.0	100
September.....	15,059	9,672	9,096	33,827	44.5	28.6	26.9	100
October.....	18,715	10,229	9,426	38,370	48.8	26.7	24.5	100
November.....	24,107	11,068	9,842	45,017	53.6	24.6	21.8	100
December.....	24,300	11,481	10,023	45,804	53.0	25.1	21.9	100
Average.....	20,826	10,471	8,116	39,413	52.8	26.6	20.6	100
1939								
January.....	26,624	11,826	10,271	48,721	54.6	24.3	21.1	100
February.....	27,608	11,970	10,347	49,925	55.3	24.0	20.7	100
March.....	27,397	12,129	10,342	49,868	55.0	24.3	20.7	100
April.....	26,237	11,836	10,175	48,248	54.4	24.5	21.1	100
May.....	22,946	10,993	9,942	43,881	52.3	25.0	22.7	100
June.....	20,121	10,331	9,730	40,182	50.1	25.7	24.2	100
July.....	18,520	10,154	11,338	40,012	46.3	25.4	28.3	100
August.....	16,909	9,935	11,407	38,251	44.2	26.0	29.8	100
September.....	14,232	9,735	10,920	34,887	40.8	27.9	31.3	100
October.....	16,039	10,198	11,196	37,433	42.9	27.2	29.9	100
November.....	19,404	10,915	11,494	41,813	46.4	26.1	27.5	100
December.....	21,666	11,318	11,720	44,704	48.5	25.3	26.2	100
Average.....	21,475	10,945	10,740	43,160	49.2	25.5	25.3	100
1940								
January.....	23,434	11,728	11,904	47,066	49.8	24.9	25.3	100
February.....	23,843	11,862	12,043	47,748	49.9	24.9	25.2	100
March.....	24,101	11,904	12,071	48,076	50.1	24.8	25.1	100
April.....	23,554	11,653	11,900	47,107	50.0	24.7	25.3	100
May.....	20,294	10,584	11,324	42,202	48.1	25.1	26.8	100
June.....	17,267	9,728	10,894	37,889	45.6	25.7	28.7	100
July.....	14,472	8,844	10,492	33,808	42.8	26.2	31.0	100
August.....	10,667	7,830	10,049	28,546	37.4	27.4	35.2	100
September.....	5,446	8,378	11,561	25,385	21.5	33.0	45.5	100
October.....	5,038	8,366	11,568	24,972	20.2	33.5	46.3	100
November.....	5,802	8,879	11,720	26,401	22.0	33.6	44.4	100
December.....	6,715	9,483	11,845	28,043	24.0	33.8	42.2	100
Average.....	15,053	9,937	11,447	36,437	41.3	27.3	31.4	100
1941								
January.....	7,105	9,769	12,020	28,894	24.6	33.8	41.6	100
February.....	6,904	9,698	11,953	28,555	24.2	34.0	41.8	100

TABLE III.—DOMINION TOTALS OF HEADS OF FAMILIES AND INDIVIDUAL PERSONS COMBINED IN RECEIPT OF URBAN RELIEF TO WHICH THE DOMINION CONTRIBUTED

MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY DEGREE OF EMPLOYABILITY

	Heads of Families and Individual Persons Combined							
	Numbers				Per Cent			
	Fully Employable	Partially Employable	Unemployable	Total	Fully Employable	Partially Employable	Unemployable	Total
1936								
September.....	149,537	30,000	18,798	198,335	75.4	15.1	9.5	100
October.....	156,703	31,197	19,152	207,052	75.7	15.1	9.2	100
November.....	163,343	32,113	19,255	214,711	76.1	15.0	8.9	100
December.....	176,932	33,610	19,383	229,925	77.0	14.6	8.4	100
1937								
January.....	189,485	35,347	19,417	244,249	77.6	14.5	7.9	100
February.....	194,488	36,066	19,377	249,931	77.8	14.4	7.8	100
March.....	193,644	36,257	19,011	248,912	77.8	14.6	7.6	100
April.....	182,929	34,770	18,363	236,062	77.5	14.7	7.8	100
May.....	160,060	31,567	17,276	208,903	76.6	15.1	8.3	100
June.....	134,742	28,383	16,199	179,324	75.1	15.8	9.1	100
July.....	119,439	26,409	15,461	161,309	74.0	16.4	9.6	100
August.....	107,406	24,821	14,694	146,921	73.1	16.9	10.0	100
September.....	89,895	24,804	17,053	131,752	68.2	18.8	13.0	100
October.....	94,579	25,452	17,710	137,741	68.7	18.5	12.8	100
November.....	107,741	26,794	18,237	152,772	70.5	17.5	12.0	100
December.....	121,544	28,344	18,803	168,691	72.1	16.8	11.1	100
Average.....	141,329	29,917	17,634	188,880	74.8	15.8	9.4	100
1938								
January.....	133,481	29,549	19,132	182,162	73.3	16.2	10.5	100
February.....	138,824	29,941	19,211	187,976	73.9	15.9	10.2	100
March.....	138,714	28,203	17,794	184,711	75.1	15.3	9.6	100
April.....	134,134	27,338	17,731	179,203	74.8	15.3	9.9	100
May.....	122,748	25,862	17,044	165,654	74.1	15.6	10.3	100
June.....	110,566	24,399	16,439	151,404	73.0	16.1	10.9	100
July.....	106,319	23,622	16,066	146,007	72.8	16.2	11.0	100
August.....	99,842	22,813	15,596	138,251	72.2	16.5	11.3	100
September.....	91,123	22,161	18,989	132,273	68.9	16.8	14.3	100
October.....	99,459	23,120	19,749	142,328	69.9	16.2	13.9	100
November.....	115,862	24,961	21,009	161,832	71.6	15.4	13.0	100
December.....	130,335	26,315	21,636	178,286	73.1	14.8	12.1	100
Average.....	118,451	25,690	18,366	162,507	72.9	15.8	11.3	100
1939								
January.....	145,723	27,525	22,227	195,475	74.5	14.1	11.4	100
February.....	153,014	28,016	22,534	203,564	75.2	13.8	11.0	100
March.....	154,336	28,283	22,540	205,159	75.2	13.8	11.0	100
April.....	149,641	27,579	22,046	199,266	75.1	13.8	11.1	100
May.....	135,256	25,708	21,287	182,251	74.2	14.1	11.7	100
June.....	119,031	24,042	20,564	163,637	72.7	14.7	12.6	100
July.....	112,370	23,549	22,730	158,649	70.8	14.9	14.3	100
August.....	112,234	23,520	22,880	158,634	70.8	14.8	14.4	100
September.....	98,330	22,182	22,071	142,583	69.0	15.6	15.4	100
October.....	97,692	22,578	22,565	142,835	68.4	15.8	15.8	100
November.....	104,035	23,771	23,191	150,997	68.9	15.7	15.4	100
December.....	115,386	24,808	23,712	163,906	70.4	15.1	14.5	100
Average.....	104,754	25,130	22,362	152,246	72.4	14.6	13.0	100
1940								
January.....	129,012	25,955	24,146	179,113	72.0	14.5	13.5	100
February.....	134,260	26,490	24,450	185,200	72.5	14.3	13.2	100
March.....	135,840	26,733	24,464	187,037	72.6	14.3	13.1	100
April.....	129,797	25,942	23,980	179,719	72.2	14.4	13.4	100
May.....	114,205	23,666	22,678	160,449	71.2	14.7	14.1	100
June.....	94,140	21,413	21,487	137,040	68.7	15.6	15.7	100
July.....	79,384	19,493	20,514	119,391	66.5	16.3	17.2	100
August.....	61,686	17,105	19,288	98,079	62.9	17.4	19.7	100
September.....	38,577	19,125	21,435	79,137	48.7	24.2	27.1	100
October.....	34,109	18,641	21,353	74,103	46.0	25.2	28.8	100
November.....	35,104	19,370	21,708	76,182	46.1	25.4	28.5	100
December.....	38,887	20,519	21,921	81,327	47.8	25.2	27.0	100
Average.....	85,417	22,030	22,285	129,732	65.8	17.0	17.2	100
1941								
January.....	42,186	21,136	22,348	85,670	49.2	24.7	26.1	100
February.....	42,291	21,035	22,216	85,542	49.4	24.6	26.0	100

TABLE IV.—DOMINION TOTALS OF FULLY EMPLOYABLE PERSONS IN RECEIPT OF URBAN RELIEF TO WHICH THE DOMINION CONTRIBUTED

MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY DOMESTIC STATUS

	Numbers					Per Cent				
	Heads of families	Individual persons	Dependents		Total	Heads of families	Individual persons	Dependents		Total
			Pre-viously gainfully employed	Not pre-viously gainfully employed				Pre-viously gainfully employed	Not pre-viously gainfully employed	
1936										
September....	120,665	28,872	19,193	37,693	206,423	58.4	14.0	9.3	18.3	100
October.....	124,222	32,481	19,380	38,188	214,271	58.0	15.2	9.0	17.8	100
November.....	127,788	35,555	19,625	38,197	221,165	57.8	16.1	8.9	17.2	100
December.....	138,151	38,781	20,844	39,918	237,694	58.1	16.3	8.8	16.8	100
1937										
January.....	148,211	41,274	22,322	42,382	254,189	58.3	16.2	8.8	16.7	100
February.....	152,269	42,219	22,676	43,229	260,393	58.5	16.2	8.7	16.6	100
March.....	151,606	42,038	22,463	43,373	259,480	58.4	16.2	8.7	16.7	100
April.....	143,206	39,723	21,135	40,959	245,023	58.5	16.2	8.6	16.7	100
May.....	125,971	34,089	18,378	36,180	214,618	58.7	15.9	8.6	16.8	100
June.....	108,094	26,648	15,546	31,401	181,689	59.5	14.7	8.5	17.3	100
July.....	95,733	23,706	13,107	27,030	159,576	60.0	14.9	8.2	16.9	100
August.....	86,324	21,082	11,470	24,085	142,961	60.4	14.7	8.0	16.9	100
September....	76,090	13,805	8,608	18,187	116,690	65.2	11.8	7.4	15.6	100
October.....	78,796	15,783	8,845	18,198	121,622	64.8	13.0	7.2	15.0	100
November.....	86,243	21,498	9,361	19,184	136,286	63.9	15.1	6.9	14.1	100
December.....	99,792	21,752	10,860	21,514	153,918	64.8	14.1	7.1	14.0	100
Average.....	112,694	28,635	15,397	30,478	187,204	60.1	15.3	8.3	16.3	100
1938										
January.....	110,575	22,906	11,943	23,064	168,488	65.6	13.6	7.1	13.7	100
February.....	115,657	23,167	12,488	23,620	174,932	66.2	13.2	7.1	13.5	100
March.....	116,701	22,013	12,538	23,297	174,549	66.8	12.6	7.2	13.4	100
April.....	112,521	21,613	12,022	22,521	168,677	66.7	12.8	7.1	13.4	100
May.....	101,691	21,057	10,755	20,510	154,013	66.0	13.7	7.0	13.3	100
June.....	91,340	19,226	9,370	18,242	138,178	66.1	13.9	6.8	13.2	100
July.....	86,467	19,852	8,768	17,187	132,274	65.4	15.0	6.6	13.0	100
August.....	81,949	17,893	8,225	16,258	124,325	65.9	14.4	6.6	13.1	100
September....	76,064	15,059	7,441	16,054	114,618	66.4	13.1	6.5	14.0	100
October.....	80,744	18,715	7,811	16,616	123,886	65.2	15.1	6.3	13.4	100
November.....	91,755	24,107	8,865	18,464	143,191	64.1	16.8	6.2	12.9	100
December.....	106,035	24,300	10,692	21,304	162,331	65.3	15.0	6.6	13.1	100
Average.....	97,625	20,826	10,077	19,761	148,289	65.8	14.1	6.8	13.3	100
1939										
January.....	119,099	26,624	12,244	23,431	181,998	65.7	14.7	6.7	12.9	100
February.....	125,406	27,608	13,053	24,449	190,516	65.8	14.5	6.9	12.8	100
March.....	126,939	27,397	13,223	24,648	192,207	66.0	14.3	6.9	12.8	100
April.....	123,404	26,237	12,848	24,091	186,580	66.1	14.1	6.9	12.9	100
May.....	112,310	22,946	11,556	22,011	168,823	66.5	13.6	6.9	13.0	100
June.....	98,910	20,121	9,924	19,590	148,545	66.6	13.5	6.7	13.2	100
July.....	93,850	18,520	9,425	18,870	140,665	66.7	13.2	6.7	13.4	100
August.....	95,325	16,909	9,831	20,233	142,298	67.0	11.9	6.9	14.2	100
September....	84,098	14,232	8,624	18,453	125,407	67.1	11.3	6.9	14.7	100
October.....	81,653	16,039	8,954	18,501	125,147	65.2	12.8	7.2	14.8	100
November.....	84,631	19,404	9,395	19,473	132,903	63.7	14.6	7.1	14.6	100
December.....	93,720	21,666	10,403	21,077	146,866	63.8	14.8	7.1	14.3	100
Average.....	103,279	21,475	10,790	21,235	156,779	65.9	13.7	6.9	13.5	100
1940										
January.....	105,578	23,434	11,646	23,420	164,078	64.3	14.3	7.1	14.3	100
February.....	110,417	23,843	12,170	24,061	170,491	64.8	14.0	7.1	14.1	100
March.....	111,739	24,101	12,697	24,146	172,683	64.7	13.9	7.4	14.0	100
April.....	106,243	23,554	11,848	23,145	164,790	64.5	14.3	7.2	14.0	100
May.....	93,911	20,294	10,406	20,949	145,560	64.5	13.9	7.2	14.4	100
June.....	76,873	17,267	8,445	17,152	119,737	64.2	14.4	7.1	14.3	100
July.....	64,912	14,472	7,064	14,523	100,971	64.3	14.3	7.0	14.4	100
August.....	51,019	10,667	5,621	11,729	79,036	64.6	13.5	7.1	14.8	100
September....	33,131	5,446	3,625	7,627	49,829	66.5	10.9	7.3	15.3	100
October.....	29,071	5,038	3,289	6,874	44,272	65.7	11.4	7.4	15.5	100
November.....	29,302	5,802	3,228	6,715	45,047	65.0	12.9	7.2	14.9	100
December.....	32,172	6,715	3,423	6,958	49,268	65.3	13.6	7.0	14.1	100
Average.....	70,364	15,053	7,789	15,608	108,814	64.7	13.8	7.2	14.3	100
1941										
January.....	35,081	7,105	3,658	7,268	53,112	66.0	13.4	6.9	13.7	100
February.....	35,387	6,904	3,618	7,053	52,962	66.8	13.1	6.8	13.3	100

TABLE V.—DOMINION TOTALS OF PARTIALLY EMPLOYABLE PERSONS IN RECEIPT OF URBAN RELIEF TO WHICH THE DOMINION CONTRIBUTED

MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY DOMESTIC STATUS

	Numbers				Per Cent			
	Heads of families	Individual persons	Dependents previously gainfully employed	Total	Heads of families	Individual persons	Dependents previously gainfully employed	Total
1936								
September.....	19,658	10,342	2,712	32,712	60.1	31.6	8.3	100
October.....	20,249	10,948	2,732	33,929	59.7	32.2	8.1	100
November.....	20,888	11,225	2,732	34,845	59.9	32.2	7.9	100
December.....	22,043	11,567	2,828	36,438	60.5	31.7	7.8	100
1937								
January.....	23,358	11,989	2,983	38,330	60.9	31.3	7.8	100
February.....	23,800	12,266	3,014	39,080	60.9	31.4	7.7	100
March.....	23,972	12,285	2,993	39,250	61.1	31.3	7.6	100
April.....	23,034	11,736	2,823	37,593	61.3	31.2	7.5	100
May.....	20,877	10,690	2,489	34,056	61.3	31.4	7.3	100
June.....	18,888	9,495	2,179	30,562	61.8	31.1	7.1	100
July.....	17,323	9,086	1,900	28,309	61.2	32.1	6.7	100
August.....	16,259	8,562	1,699	26,520	61.3	32.3	6.4	100
September.....	15,088	9,716	867	25,671	58.8	37.8	3.4	100
October.....	15,202	10,250	832	26,284	57.8	39.0	3.2	100
November.....	15,842	10,952	868	27,662	57.3	39.6	3.1	100
December.....	16,895	11,449	937	29,281	57.7	39.1	3.2	100
Average.....	19,211	10,706	1,966	31,883	60.2	33.6	6.2	100
1938								
January.....	17,707	11,842	993	30,542	58.0	38.8	3.2	100
February.....	17,983	11,958	1,010	30,951	58.1	38.6	3.3	100
March.....	17,482	10,721	1,002	29,205	59.9	36.7	3.4	100
April.....	16,965	10,373	967	28,305	59.9	36.7	3.4	100
May.....	15,733	10,129	869	26,731	58.9	37.9	3.2	100
June.....	14,816	9,583	772	25,171	58.8	38.1	3.1	100
July.....	14,200	9,422	744	24,366	58.3	38.7	3.0	100
August.....	13,646	9,167	710	23,523	58.0	39.0	3.0	100
September.....	12,489	9,672	528	22,689	55.1	42.6	2.3	100
October.....	12,891	10,229	548	23,668	54.5	43.2	2.3	100
November.....	13,893	11,068	603	25,564	54.3	43.3	2.4	100
December.....	14,834	11,481	651	26,966	55.0	42.6	2.4	100
Average.....	15,220	10,471	782	26,473	57.5	39.5	3.0	100
1939								
January.....	15,699	11,826	694	28,219	55.6	41.9	2.5	100
February.....	16,046	11,970	715	28,731	55.8	41.7	2.5	100
March.....	16,154	12,129	707	28,990	55.7	41.8	2.5	100
April.....	15,743	11,836	687	28,266	55.7	41.9	2.4	100
May.....	14,715	10,993	644	26,352	55.8	41.7	2.5	100
June.....	13,711	10,331	587	24,629	55.7	41.9	2.4	100
July.....	13,395	10,154	564	24,113	55.6	42.1	2.3	100
August.....	13,585	9,935	560	24,080	56.4	41.3	2.3	100
September.....	12,447	9,735	501	22,683	54.9	42.9	2.2	100
October.....	12,380	10,198	509	23,087	53.6	44.2	2.2	100
November.....	12,856	10,915	522	24,293	52.9	44.9	2.2	100
December.....	13,490	11,318	544	25,352	53.2	44.6	2.2	100
Average.....	14,185	10,945	603	25,733	55.1	42.5	2.4	100
1940								
January.....	14,227	11,728	602	26,557	53.6	44.1	2.3	100
February.....	14,628	11,862	646	27,136	53.9	43.7	2.4	100
March.....	14,829	11,904	643	27,376	54.2	43.5	2.3	100
April.....	14,289	11,653	616	26,558	53.8	43.9	2.3	100
May.....	12,982	10,584	545	24,111	53.8	43.9	2.3	100
June.....	11,685	9,728	468	21,881	53.4	44.5	2.1	100
July.....	10,649	8,844	418	19,911	53.5	44.4	2.1	100
August.....	9,275	7,830	317	17,422	53.2	45.0	1.8	100
September.....	10,747	8,878	272	19,397	55.4	43.2	1.4	100
October.....	10,275	8,366	246	18,887	54.4	44.3	1.3	100
November.....	10,491	8,879	248	19,618	53.5	45.2	1.3	100
December.....	11,036	9,483	257	20,776	53.1	45.7	1.2	100
Average.....	12,093	9,937	439	22,469	53.8	44.2	2.0	100
1941								
January.....	11,367	9,769	267	21,403	53.1	45.6	1.3	100
February.....	11,337	9,698	267	21,302	53.2	45.5	1.3	100

TABLE VI.—DOMINION TOTALS OF UNEMPLOYABLE PERSONS IN RECEIPT OF URBAN RELIEF TO WHICH THE DOMINION CONTRIBUTED

MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY DOMESTIC STATUS

—	Numbers			Per Cent		
	Heads of Families	Individual Persons	Total	Heads of Families	Individual Persons	Total
1936						
September.....	10,455	8,343	18,798	55.6	44.4	100
October.....	10,616	8,536	19,152	55.4	44.6	100
November.....	10,755	8,500	19,255	55.9	44.1	100
December.....	10,882	8,501	19,383	56.1	43.9	100
1937						
January.....	10,945	8,472	19,417	56.4	43.6	100
February.....	10,980	8,397	19,377	56.7	43.3	100
March.....	10,714	8,297	19,011	56.4	43.6	100
April.....	10,280	8,083	18,363	56.0	44.0	100
May.....	9,575	7,701	17,276	55.4	44.6	100
June.....	8,943	7,256	16,199	55.2	44.8	100
July.....	8,344	7,117	15,461	54.0	46.0	100
August.....	7,833	6,861	14,694	53.3	46.7	100
September.....	9,422	7,631	17,053	55.3	44.7	100
October.....	9,866	7,844	17,710	55.7	44.3	100
November.....	10,231	8,006	18,237	56.1	43.9	100
December.....	10,623	8,180	18,803	56.5	43.5	100
Average.....	9,814	7,821	17,635	55.7	44.3	100
1938						
January.....	10,855	8,277	19,132	56.7	43.3	100
February.....	10,917	8,294	19,211	56.8	43.2	100
March.....	10,513	7,281	17,794	59.1	40.9	100
April.....	10,411	7,320	17,731	58.7	41.3	100
May.....	9,860	7,184	17,044	57.9	42.1	100
June.....	9,412	7,027	16,439	57.3	42.7	100
July.....	9,187	6,879	16,066	57.2	42.8	100
August.....	8,848	6,748	15,596	56.7	43.3	100
September.....	9,893	9,096	18,989	52.1	47.9	100
October.....	10,323	9,426	19,749	52.3	47.7	100
November.....	11,167	9,842	21,009	53.2	46.8	100
December.....	11,613	10,023	21,636	53.7	46.3	100
Average.....	10,250	8,116	18,366	55.8	44.2	100
1939						
January.....	11,956	10,271	22,227	53.8	46.2	100
February.....	12,187	10,347	22,534	54.1	45.9	100
March.....	12,198	10,342	22,540	54.1	45.9	100
April.....	11,871	10,175	22,046	53.8	46.2	100
May.....	11,345	9,942	21,287	53.3	46.7	100
June.....	10,834	9,730	20,564	52.7	47.3	100
July.....	11,392	11,338	22,730	50.1	49.9	100
August.....	11,473	11,407	22,880	50.1	49.9	100
September.....	11,151	10,920	22,071	50.5	49.5	100
October.....	11,369	11,196	22,565	50.4	49.6	100
November.....	11,697	11,494	23,191	50.4	49.6	100
December.....	11,992	11,720	23,712	50.6	49.4	100
Average.....	11,622	10,740	22,362	52.0	48.0	100
1940						
January.....	12,242	11,904	24,146	50.7	49.3	100
February.....	12,407	12,043	24,450	50.7	49.3	100
March.....	12,393	12,071	24,464	50.7	49.3	100
April.....	12,080	11,900	23,980	50.4	49.6	100
May.....	11,354	11,324	22,678	50.1	49.9	100
June.....	10,593	10,894	21,487	49.3	50.7	100
July.....	10,022	10,492	20,514	48.9	51.1	100
August.....	9,239	10,049	19,288	47.9	52.1	100
September.....	9,874	11,561	21,435	46.1	53.9	100
October.....	9,785	11,568	21,353	45.8	54.2	100
November.....	9,988	11,720	21,708	46.0	54.0	100
December.....	10,076	11,845	21,921	40.0	54.0	100
Average.....	10,838	11,447	22,285	48.6	51.4	100
1941						
January.....	10,328	12,020	22,348	46.2	53.8	100
February.....	10,263	11,953	22,216	46.2	53.8	100

TABLE VII.—DOMINION TOTALS OF DEPENDENTS OF HEADS OF FAMILIES IN RECEIPT OF URBAN RELIEF TO WHICH THE DOMINION CONTRIBUTED
MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY NON-WORKER TYPE DEPENDENTS

	Wives	Children under 16 years	Dependents (other than wives) of non-worker type, over 16 years	Total
1936				
September.....	126,100	304,862	18,398	449,360
October.....	129,967	313,567	18,641	462,175
November.....	133,903	323,019	18,719	475,641
December.....	144,694	347,353	19,795	511,842
1937				
January.....	155,129	370,656	20,735	546,520
February.....	159,490	380,160	20,783	560,433
March.....	158,920	380,900	20,582	560,402
April.....	150,242	362,606	19,973	532,821
May.....	131,915	321,542	18,341	471,798
June.....	113,397	278,307	16,136	407,840
July.....	100,545	245,434	14,574	360,553
August.....	90,885	222,793	13,537	327,215
September.....	81,510	198,568	16,347	296,425
October.....	84,313	204,217	16,665	305,195
November.....	91,859	221,641	17,790	331,290
December.....	105,707	253,237	19,395	378,339
Average.....	118,659	286,672	17,905	423,236
1938				
January.....	116,602	276,517	20,693	413,812
February.....	121,659	286,513	21,263	429,435
March.....	122,348	287,742	21,052	431,142
April.....	118,134	278,987	20,460	417,581
May.....	106,760	252,476	18,936	378,172
June.....	95,789	228,020	17,283	341,092
July.....	90,696	217,337	16,388	324,421
August.....	85,894	206,346	15,415	307,655
September.....	79,469	192,820	16,147	288,436
October.....	84,251	204,824	16,884	305,959
November.....	95,659	230,993	18,477	345,129
December.....	109,980	263,442	20,311	393,733
Average.....	102,270	243,835	18,609	364,714
1939				
January.....	123,139	291,267	21,946	436,352
February.....	129,402	304,002	22,711	456,115
March.....	131,003	307,079	22,875	460,957
April.....	127,344	299,510	22,287	449,141
May.....	115,964	273,056	20,792	409,812
June.....	102,456	242,176	19,038	363,670
July.....	97,572	231,099	18,541	347,212
August.....	99,294	237,024	19,241	355,559
September.....	87,999	211,685	19,139	318,823
October.....	85,460	209,120	18,930	313,510
November.....	88,887	219,117	19,502	327,506
December.....	98,295	241,724	20,727	360,746
Average.....	107,235	255,572	20,477	383,284
1940				
January.....	110,228	270,536	22,505	403,269
February.....	114,889	280,677	23,029	418,795
March.....	116,589	284,597	23,160	424,346
April.....	110,857	271,580	22,083	404,520
May.....	98,093	239,817	19,991	357,901
June.....	80,666	198,023	17,175	295,864
July.....	68,304	169,424	15,186	252,914
August.....	55,095	137,760	12,622	205,477
September.....	41,081	105,038	9,936	156,055
October.....	37,358	95,607	9,245	142,210
November.....	37,988	98,489	9,313	145,790
December.....	41,328	107,884	9,800	159,012
Average.....	76,040	188,311	16,170	280,521
1941				
January.....	44,573	117,225	10,196	171,994
February.....	44,870	118,498	10,148	173,516

TABLE VIII.—DOMINION TOTALS OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT OF URBAN RELIEF TO WHICH THE DOMINION CONTRIBUTED
MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY DEGREE OF EMPLOYABILITY

	Numbers				
	Total of Fully Employable Persons	Total of Partially Employable Persons	Total of Un-employable Persons	Total of Non-worker Type Dependents	Total of All Persons on Urban Relief
1936					
September.....	206,423	32,712	18,798	449,360	707,293
October.....	214,271	33,929	19,152	462,175	729,527
November.....	221,165	34,845	19,255	475,641	750,906
December.....	237,694	36,438	19,383	511,842	805,357
1937					
January.....	254,189	38,330	19,417	546,520	858,456
February.....	260,393	39,080	19,377	560,433	879,283
March.....	259,480	39,250	19,011	560,402	878,143
April.....	245,023	37,593	18,363	532,821	833,800
May.....	214,618	34,056	17,276	471,798	737,748
June.....	181,689	30,562	16,199	407,840	636,290
July.....	159,576	28,309	15,461	360,553	563,899
August.....	142,961	26,520	14,694	327,215	511,390
September.....	116,690	25,671	17,053	296,425	455,839
October.....	121,622	26,284	17,710	305,195	470,811
November.....	136,286	27,662	18,237	331,290	513,475
December.....	153,918	29,281	18,803	378,339	580,341
Average.....	187,204	31,883	17,633	423,236	659,956
1938					
January.....	168,488	30,542	19,132	413,812	631,974
February.....	174,932	30,951	19,211	429,435	654,529
March.....	174,549	29,205	17,794	431,142	652,690
April.....	168,677	28,305	17,731	417,581	632,294
May.....	154,013	26,731	17,044	378,172	575,960
June.....	138,178	25,171	16,439	341,092	520,880
July.....	132,274	24,366	16,066	324,421	497,127
August.....	124,325	23,523	15,596	307,655	471,099
September.....	114,618	22,689	18,989	288,436	444,732
October.....	123,886	23,668	19,749	305,959	473,262
November.....	143,191	25,564	21,009	345,129	534,893
December.....	162,331	26,966	21,636	393,733	604,666
Average.....	148,289	26,473	18,366	364,714	557,842
1939					
January.....	181,398	28,219	22,227	436,352	668,196
February.....	190,516	28,731	22,534	456,115	697,896
March.....	192,207	28,990	22,540	460,957	704,694
April.....	186,580	28,266	22,046	449,141	686,033
May.....	168,823	26,352	21,287	409,812	626,274
June.....	148,545	24,629	20,564	363,670	557,408
July.....	140,665	24,113	22,730	347,212	534,720
August.....	142,298	24,080	22,880	355,559	544,817
September.....	125,407	22,683	22,071	318,823	488,984
October.....	125,147	23,087	22,565	313,510	484,309
November.....	132,903	24,293	23,191	327,500	507,893
December.....	146,866	25,352	23,712	360,746	556,676
Average.....	156,779	25,733	22,362	383,284	588,158
1940					
January.....	164,078	26,557	24,146	403,269	618,050
February.....	170,491	27,136	24,450	418,895	640,972
March.....	172,683	27,376	24,464	424,346	648,869
April.....	164,790	26,558	23,980	404,520	619,848
May.....	145,560	24,111	22,678	357,901	550,250
June.....	119,737	21,881	21,487	295,464	458,969
July.....	100,971	19,911	20,514	252,914	394,310
August.....	79,036	17,422	19,288	205,477	321,223
September.....	49,829	19,397	21,435	156,055	246,716
October.....	44,272	18,887	21,353	142,210	226,722
November.....	45,047	19,618	21,708	145,790	232,163
December.....	49,268	20,776	21,921	159,012	250,977
Average.....	108,814	22,469	22,285	280,521	434,089
1941					
January.....	53,112	21,403	22,348	171,994	268,857
February.....	52,962	21,302	22,216	173,516	269,996

TABLE IX.—DOMINION TOTALS OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT OF URBAN RELIEF TO WHICH THE DOMINION CONTRIBUTED
MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY DEGREE OF EMPLOYABILITY

	Per Cent				
	Total of Fully Employable Persons	Total of Partially Employable Persons	Total of Un-employable Persons	Total of Non-worker Type Dependents	Total of All Persons on Urban Relief
1936					
September.....	29.2	4.6	2.7	63.5	100
October.....	29.4	4.6	2.6	63.4	100
November.....	29.5	4.6	2.6	63.3	100
December.....	29.5	4.5	2.4	63.6	100
1937					
January.....	29.6	4.5	2.3	63.6	100
February.....	29.6	4.5	2.2	63.7	100
March.....	29.5	4.5	2.2	63.8	100
April.....	29.4	4.5	2.2	63.9	100
May.....	29.1	4.6	2.3	64.0	100
June.....	28.6	4.8	2.5	64.1	100
July.....	28.3	5.0	2.8	63.9	100
August.....	27.9	5.2	2.9	64.0	100
September.....	25.6	5.6	3.7	65.1	100
October.....	25.8	5.6	3.8	64.8	100
November.....	26.5	5.4	3.6	64.5	100
December.....	26.5	5.1	3.2	65.2	100
Average.....	28.1	4.9	2.8	64.2	100
1938					
January.....	26.7	4.8	3.0	65.5	100
February.....	26.7	4.7	3.0	65.6	100
March.....	26.7	4.5	2.7	66.1	100
April.....	26.7	4.5	2.8	66.0	100
May.....	26.7	4.6	3.0	65.7	100
June.....	26.5	4.8	3.2	65.5	100
July.....	26.6	4.9	3.2	65.3	100
August.....	26.4	5.0	3.3	65.3	100
September.....	25.8	5.1	4.3	64.8	100
October.....	26.2	5.0	4.2	64.6	100
November.....	26.8	4.8	3.9	64.5	100
December.....	26.8	4.5	3.6	65.1	100
Average.....	26.6	4.8	3.3	65.3	100
1939					
January.....	27.2	4.2	3.3	65.3	100
February.....	27.3	4.1	3.2	65.4	100
March.....	27.3	4.1	3.2	65.4	100
April.....	27.2	4.1	3.2	65.5	100
May.....	27.0	4.2	3.4	65.4	100
June.....	26.6	4.4	3.7	65.3	100
July.....	26.3	4.5	4.3	64.9	100
August.....	26.1	4.4	4.2	65.3	100
September.....	25.7	4.6	4.5	65.2	100
October.....	25.8	4.8	4.7	64.7	100
November.....	26.2	4.8	4.5	64.5	100
December.....	26.4	4.5	4.3	64.8	100
Average.....	26.6	4.4	3.9	65.1	100
1940					
January.....	26.5	4.3	3.9	65.3	100
February.....	26.6	4.2	3.8	65.4	100
March.....	26.6	4.2	3.8	65.4	100
April.....	26.6	4.3	3.9	65.2	100
May.....	26.5	4.4	4.1	65.0	100
June.....	26.1	4.8	4.7	64.4	100
July.....	25.6	5.0	5.2	64.2	100
August.....	24.6	5.4	6.0	64.0	100
September.....	20.2	7.9	8.7	63.2	100
October.....	19.5	8.4	9.4	62.7	100
November.....	19.4	8.4	9.4	62.8	100
December.....	19.6	8.3	8.7	63.4	100
Average.....	25.1	5.2	5.1	64.6	100
1941					
January.....	19.7	8.0	8.3	64.0	100
February.....	19.6	7.9	8.2	64.3	100

TABLE X.—DOMINION TOTALS OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT OF URBAN RELIEF TO WHICH THE DOMINION CONTRIBUTED

MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941, CLASSIFIED BY DEGREE OF EMPLOYABILITY OF INDIVIDUAL PERSONS, HEADS OF FAMILIES WITH DEPENDENTS OF SUCH HEADS

	Numbers				Per Cent			
	Fully Employable Individual Persons, Heads of Families with their Dependents	Partially Employable Individual Persons, Heads of Families with their Dependents	Un-employable Individual Persons, Heads of Families with their Dependents	Total	Fully Employable Individual Persons, Heads of Families with their Dependents	Partially Employable Individual Persons, Heads of Families with their Dependents	Un-employable Individual Persons, Heads of Families with their Dependents	
1936								
September.....	571,378	90,280	45,635	707,293	80.8	12.8	6.4	100
October.....	589,994	92,980	46,553	729,527	80.9	12.7	6.4	100
November.....	608,231	95,556	47,119	750,906	81.0	12.7	6.3	100
December.....	656,810	100,736	47,811	805,357	81.6	12.5	5.9	100
1937								
January.....	702,888	107,253	48,315	858,456	81.9	12.5	5.6	100
February.....	721,250	109,347	48,686	879,283	82.0	12.4	5.6	100
March.....	720,081	110,324	47,738	878,143	82.0	12.6	5.4	100
April.....	681,971	105,871	45,958	833,800	81.8	12.7	5.5	100
May.....	598,949	95,862	42,937	737,748	81.2	13.0	5.8	100
June.....	510,533	85,590	40,167	636,290	80.2	13.5	6.3	100
July.....	448,070	78,223	37,606	563,899	79.4	13.9	6.7	100
August.....	403,725	72,381	35,284	511,390	78.9	14.2	6.9	100
September.....	349,001	67,174	39,664	455,839	76.6	14.7	8.7	100
October.....	361,882	67,651	41,278	470,811	76.8	14.4	8.8	100
November.....	399,836	70,880	42,759	513,475	77.9	13.8	8.3	100
December.....	460,241	75,829	44,271	580,341	79.3	13.1	7.6	100
Average.....	529,869	87,199	42,888	659,956	79.8	13.4	6.8	100
1938								
January.....	506,996	79,621	45,357	631,974	80.2	12.6	7.2	100
February.....	527,868	80,938	45,723	654,529	80.6	12.4	7.0	100
March.....	530,439	78,603	43,648	652,690	81.3	12.0	6.7	100
April.....	513,221	75,800	43,273	632,294	81.2	12.0	6.8	100
May.....	464,183	70,699	41,078	575,960	80.6	12.3	7.1	100
June.....	415,701	65,974	39,205	520,880	79.8	12.7	7.5	100
July.....	395,504	63,235	38,388	497,127	79.6	12.7	7.7	100
August.....	372,432	61,496	37,171	471,099	79.1	13.0	7.9	100
September.....	345,733	56,592	42,407	444,732	77.8	12.7	9.5	100
October.....	370,301	58,630	44,331	473,262	78.2	12.4	9.4	100
November.....	423,265	63,858	47,770	534,893	79.1	12.0	8.9	100
December.....	486,958	68,164	49,544	604,666	80.5	11.3	8.2	100
Average.....	446,050	68,634	43,158	557,842	79.8	12.4	7.8	100
1939								
January.....	544,785	72,488	50,923	668,196	81.5	10.9	7.6	100
February.....	571,909	74,008	51,979	697,896	81.9	10.6	7.5	100
March.....	578,005	74,766	51,923	704,694	82.0	10.6	7.4	100
April.....	562,320	73,063	50,650	686,033	82.0	10.6	7.4	100
May.....	510,059	67,785	48,430	626,274	81.5	10.8	7.7	100
June.....	448,442	62,762	46,204	557,408	80.4	11.3	8.3	100
July.....	424,863	60,947	48,910	534,720	79.5	11.4	9.1	100
August.....	433,674	61,692	49,451	544,817	79.6	11.3	9.1	100
September.....	385,512	55,840	47,632	488,984	78.8	11.4	9.8	100
October.....	378,760	56,905	48,644	484,309	78.2	11.8	10.0	100
November.....	397,835	59,890	50,168	507,893	78.3	11.8	9.9	100
December.....	442,827	62,415	51,434	556,676	79.6	11.2	9.2	100
Average.....	473,249	65,213	49,696	588,158	80.3	11.1	8.6	100
1940								
January.....	499,438	66,016	52,596	618,050	80.8	10.7	8.5	100
February.....	519,638	67,899	53,435	640,972	81.1	10.6	8.3	100
March.....	526,545	68,900	53,424	648,869	81.2	10.6	8.2	100
April.....	501,071	66,589	52,188	619,848	80.8	10.8	8.4	100
May.....	441,953	59,386	48,911	550,250	80.3	10.8	8.9	100
June.....	360,228	53,005	45,736	458,969	78.5	11.5	10.0	100
July.....	303,450	47,674	43,186	394,310	77.0	12.1	10.9	100
August.....	239,894	41,359	39,970	321,223	74.7	12.9	12.4	100
September.....	156,310	46,926	43,480	246,716	63.4	19.0	17.6	100
October.....	138,267	45,323	43,132	226,722	61.0	20.0	19.0	100
November.....	141,147	46,655	44,361	232,163	60.8	20.1	19.1	100
December.....	156,437	49,618	44,922	250,977	62.3	19.8	17.9	100
Average.....	332,031	54,946	47,112	434,089	76.5	12.7	10.8	100
1941								
January.....	171,554	51,315	45,988	268,857	63.8	19.1	17.1	100
February.....	172,884	51,370	45,742	269,996	64.0	19.0	17.0	100

TABLE XI.—DOMINION TOTALS OF RESIDENT FARM OPERATORS AND THEIR DEPENDENTS IN RECEIPT OF AGRICULTURAL RELIEF TO WHICH THE DOMINION CONTRIBUTED

MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY DOMESTIC STATUS

	Heads of Families	Dependents of Heads of Families	Individual Persons	Total
1936				
September.....	44,991	196,989	6,347	248,327
October.....	51,346	220,642	7,281	279,269
November.....	54,782	232,946	7,733	295,461
December.....	57,400	244,616	7,936	309,952
1937				
January.....	59,263	252,417	8,095	319,775
February.....	60,846	259,033	8,297	328,176
March.....	61,343	261,190	8,226	330,759
April.....	60,099	257,826	7,942	325,867
May.....	55,543	237,234	7,375	300,152
June.....	49,552	208,212	6,731	264,495
July.....	44,037	178,921	6,414	229,372
August.....	44,889	181,337	6,618	232,844
September.....	52,913	209,049	7,114	269,076
October.....	65,379	257,435	8,421	331,235
November.....	71,763	282,190	9,120	363,073
December.....	74,428	292,624	9,531	376,583
Average.....	58,338	239,789	7,824	305,951
1938				
January.....	75,793	297,643	9,755	383,191
February.....	76,950	302,578	9,891	389,419
March.....	77,388	304,720	9,928	392,036
April.....	77,248	304,617	10,063	391,928
May.....	75,053	295,508	9,931	380,492
June.....	71,820	282,216	9,651	363,687
July.....	67,213	262,952	9,264	339,429
August.....	56,790	221,625	8,121	286,536
September.....	20,795	85,558	2,519	108,872
October.....	32,830	130,981	3,984	167,795
November.....	49,601	196,339	5,996	251,936
December.....	57,504	227,392	6,915	291,811
Average.....	61,582	242,677	8,002	312,261
1939				
January.....	60,636	240,445	7,251	308,332
February.....	63,116	250,130	7,525	320,771
March.....	63,392	251,877	7,573	322,842
April.....	62,488	248,862	7,473	318,823
May.....	58,180	231,947	7,020	297,147
June.....	55,366	219,780	6,772	281,918
July.....	53,302	211,027	6,605	270,934
August.....	50,777	200,725	6,333	257,835
September.....	9,718	38,856	1,455	50,029
October.....	11,541	46,492	1,541	59,574
November.....	15,030	60,912	1,861	77,803
December.....	13,494	57,464	1,612	72,570
Average.....	43,087	171,543	5,252	219,882
1940				
January.....	17,761	76,414	1,918	96,093
February.....	20,700	89,279	2,114	112,093
March.....	22,760	98,627	2,286	123,673
April.....	23,997	103,843	2,396	130,236
May.....	20,265	87,254	2,093	109,612
June.....	15,681	67,016	1,703	84,400
July.....	11,589	48,975	1,409	61,973
August.....	8,541	35,752	1,165	45,458
September.....	2,902	11,869	585	15,356
October.....	4,605	18,439	734	23,778
November.....	7,651	31,101	1,020	39,772
December.....	10,713	44,456	1,257	56,426
Average.....	13,930	59,419	1,558	74,906
1941				
January.....	10,030	42,563	1,236	53,829
February.....	10,494	45,211	1,220	56,925

TABLE XII.—DOMINION TOTALS OF ALL PERSONS IN RECEIPT OF DIRECT RELIEF TO WHICH THE DOMINION CONTRIBUTED

MONTHS OF SEPTEMBER, 1936, TO FEBRUARY, 1941—CLASSIFIED BY URBAN AND AGRICULTURAL RELIEF

	Numbers			Per cent		
	Total Persons on Urban Relief	Total Persons on Agricultural Relief	Total Persons on Direct Relief	Total Persons on Urban Relief	Total Persons on Agricultural Relief	Total Persons on Direct Relief
1936						
September.....	707,293	248,327	955,620	74.0	26.0	100
October.....	729,527	279,269	1,008,796	72.3	27.7	100
November.....	750,906	295,461	1,046,367	71.8	28.2	100
December.....	805,357	309,952	1,115,309	72.2	27.8	100
1937						
January.....	858,456	319,775	1,178,231	72.9	27.1	100
February.....	879,283	328,176	1,207,459	72.8	27.2	100
March.....	878,143	330,759	1,208,902	72.6	27.4	100
April.....	833,800	325,867	1,159,667	71.9	28.1	100
May.....	737,748	300,152	1,037,900	71.1	28.9	100
June.....	636,290	264,495	900,785	70.6	29.4	100
July.....	563,899	229,372	793,271	71.1	28.9	100
August.....	511,390	232,844	744,234	68.7	31.3	100
September.....	455,839	269,076	724,915	62.9	37.1	100
October.....	470,811	331,235	802,046	58.7	41.3	100
November.....	513,475	363,073	876,548	58.6	41.4	100
December.....	580,341	376,583	956,924	60.6	39.4	100
Average.....	659,956	305,951	965,907	68.3	31.7	100
1938						
January.....	631,974	383,191	1,015,165	62.3	37.7	100
February.....	654,529	389,419	1,043,948	62.7	37.3	100
March.....	652,690	392,036	1,044,726	62.5	37.5	100
April.....	632,294	391,928	1,024,222	61.7	38.3	100
May.....	575,960	380,492	956,452	60.2	39.8	100
June.....	520,880	363,687	884,567	58.9	41.1	100
July.....	497,127	339,429	836,556	59.4	40.6	100
August.....	471,099	286,536	757,635	62.2	37.8	100
September.....	444,732	108,872	553,604	80.3	19.7	100
October.....	473,262	167,795	641,057	73.8	26.2	100
November.....	534,893	251,936	786,829	68.0	32.0	100
December.....	604,666	291,811	896,477	67.4	32.6	100
Average.....	557,842	312,261	870,103	64.1	35.9	100
1939						
January.....	668,196	308,332	976,528	68.4	31.6	100
February.....	697,896	320,771	1,018,667	68.5	31.5	100
March.....	704,694	322,842	1,027,536	68.6	31.4	100
April.....	686,033	318,823	1,004,856	68.3	31.7	100
May.....	626,274	297,147	923,421	67.8	32.2	100
June.....	557,408	281,918	839,326	66.4	33.6	100
July.....	534,720	270,934	805,654	66.4	33.6	100
August.....	544,817	257,835	802,652	68.9	31.1	100
September.....	488,984	50,029	539,013	90.7	9.3	100
October.....	484,309	59,574	543,883	89.0	11.0	100
November.....	507,893	77,803	585,696	86.7	13.3	100
December.....	556,676	72,570	629,246	88.5	11.5	100
Average.....	588,158	219,882	808,040	72.8	27.2	100
1940						
January.....	618,050	96,093	714,143	86.5	13.5	100
February.....	640,972	112,093	753,065	85.1	14.9	100
March.....	648,869	123,673	772,542	84.0	16.0	100
April.....	619,848	130,236	750,084	82.6	17.4	100
May.....	550,250	109,612	659,862	83.4	16.6	100
June.....	458,969	84,400	543,369	84.5	15.5	100
July.....	394,310	61,973	456,283	86.4	13.6	100
August.....	321,223	45,458	366,681	87.6	12.4	100
September.....	246,716	15,356	262,072	94.1	5.9	100
October.....	226,722	23,778	250,500	90.5	9.5	100
November.....	232,163	39,772	271,935	85.4	14.6	100
December.....	250,977	56,426	307,403	81.6	18.4	100
Average.....	434,089	74,906	508,995	85.3	14.7	100
1941						
January.....	268,857	53,829	322,686	83.3	16.7	100
February.....	269,996	56,925	326,921	82.6	17.4	100

X. TRAINING PROGRAMME 1940-41

YOUTH TRAINING

On March 31, 1941 the Dominion-Provincial Youth Training Programme completed its fourth year of operation and its second year of operation under The Youth Training Act, 1939. An amount of \$1,500,000 was appropriated by Parliament for carrying out the purposes of the Act during the fiscal year.

Those eligible to participate in Training Projects under The Youth Training Act are young people aged 16 to 30 who are not gainfully employed and whose families are not in a position to pay for the cost of training.

The agreements entered into with the provinces during the previous year continue in force until March 31, 1942. Under these agreements schedules were approved for the fiscal year providing for the carrying on of the following main types of projects: mining and prospecting; industrial apprenticeship and learnership; training of urban young men and women for work in industrial and commercial establishments; home service training for young women; handicraft and homecraft classes for rural young women; general and specialized courses in agriculture for rural young men and women; physical recreation and training; farm apprenticeship; aid to university students; ground mechanics and wireless operators for the R.C.A.F.

During the fiscal year 1940-41 classes established during the previous year to train aircraft mechanics and wireless operators for the R.C.A.F. were expanded in the four western provinces, Ontario, Quebec and New Brunswick. All trainees for these classes were selected from young men of secondary school education, after medical examination, and the instruction given followed the syllabi drawn up by the R.C.A.F. who loaned the necessary equipment. During the fiscal year 6,093 young men received training in these classes of whom 3,281 have completed their training and enlisted, while 2,199 were still receiving training at the end of the year.

The Dominion's contribution towards the cost of these classes for ground mechanics was generally 50 per cent. To reimburse in part those provinces which assumed 50 per cent of the cost, authority was obtained by Order in Council issued pursuant to the War Measures Act for a refund by the Dominion to the province from the War Appropriation of \$100 for each enlistment.

The Youth Training Projects were not all designed to train young people for wage earning employment. The rural classes were conducted with a view to giving young people from the farms the necessary training and knowledge not only to increase their efficiency as farm operators but to improve the standards of rural home life and develop rural leadership. The physical recreation centres were, of course, designed to build up physical fitness.

To assist in placing trainees from projects designed to fit young people for wage-earning employment special Placement Officers and Project Supervisors were engaged. The facilities of the Employment Service of Canada were also utilized for this purpose. During the fiscal year 1940-41, 5,790 trainees who had completed training under the Youth Training Programme were placed in employment, while 3,753 enlisted. The latter figure includes 3,175 young men trained in R.C.A.F. classes. This figure does not include many who, after the completion of their training, either found wage-earning employment themselves or became gainfully employed on their own behalf.

TABLE 1—DOMINION-PROVINCIAL YOUTH TRAINING PROGRAMME

STATISTICAL SUMMARY FOR THE FISCAL YEAR ENDING MARCH 31, 1941.

	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Manitoba	Saskat- chewan	Alberta	British Columbia	Domion Total
A. Total given training—										
Male.....	228	531	914	2,000	3,779	4,846	3,423	7,466	4,151	27,338
Female.....	156	423	1,405	376	453	2,689	40	5,246	6,760	17,548
Total.....	384	954	2,319	2,376	4,232	7,535	3,463	12,712	10,911	44,886
B. Discontinued before completion of course—										
Male.....	23	37	94	349	66	336	166	347	75	1,493
Female.....	5	3	60	103	96	343	.....	150	127	887
Total.....	28	40	154	452	162	679	166	497	202	2,380
C. Total days' training.....	13,644	43,829	63,584	130,096	318,137	166,208	126,619	203,268	140,096	1,205,601
Total number given training various types of projects										
D. Projects designed to train for wage-earning employ- ment—										
Mining.....				243						243
Urban Occupational.....	96	303		927	817	3,140		1,519	955	7,757
Home Service Training.....			108	256	451	282		241	128	1,466
Farm Apprenticeship.....		24			1,267		8	114		1,413
Total projects designed to train for wage-earning employment.....	96	327	108	1,426	2,535	3,422	8	1,874	1,083	10,879
E. R. C. A. F. Classes.....			645	157	1,697		1,726	*69	525	5,536
F. Other Projects—										
Agricultural and Rural Training Courses.....	276	627	1,262	730			1,190	1,588	908	7,387
Physical Training Courses.....			304			2,555	511	9,126	8,351	20,847
Student Aid.....	12			63		35	28	55	44	237
Total Other Projects.....	288	627	1,566	793		3,396	1,729	10,769	9,303	28,471
Grand Total all courses, April 1, 1940, to March 31, 1941.....	384	954	2,319	2,376	4,232	7,535	3,463	12,712	10,911	44,886

* In Alberta the major portion of training in R. C. A. F. classes was carried on under the War Emergency Training Program, information concerning which is shown in Table No. 3.

WAR EMERGENCY TRAINING

In addition to the industrial training centres carried on under the Dominion-Provincial Youth Training Programme, the Dominion secured the co-operation of the provincial governments in inaugurating specialized courses to train skilled and semi-skilled workers for war industries and the armed forces during the summer of 1940. This programme was carried on under authority of an Order in Council which invoked the War Measures Act for the purpose of overcoming certain restrictions of the Youth Training Act and agreements thereunder, particularly as to the circumstances and age limit of trainees and as to the percentage of the Dominion contribution.

Funds were made available from the War Appropriation for the purposes of carrying on this training and special schedules were appended to all Youth Training agreements, except that with the province of Prince Edward Island, containing regulations respecting the carrying on of the programme. In the case of Prince Edward Island there were not suitable facilities for training within the province nor were there any industries in that province engaged on war contracts.

The Dominion Government assumed 100% of the cost of this training of skilled and semi-skilled workers for war industries and the armed forces, with the exception of administration expenses which were borne by the provinces and the cost of any additional machine equipment necessary which was borne 50% by the Dominion and 50% by the province concerned.

During the summer vacation period the programme was carried on in 65 centres with a total enrolment of 11,606. The training was given in the vocational shops of the regular technical schools, which were made available by the local authorities without charge, and in special Youth Training centres.

Generally, 44 hours training was given each week and each trainee received between 400 and 500 hours intensive instruction.

The minimum age of trainees was 16 years and the maximum 60, with the stipulation that, in the case of those over 30 years of age, training should be given only to men who had had some previous experience at a trade in which they required a refresher course.

Provision was made for the payment to trainees of a living allowance, not in excess of \$7.00 per week in the case of those living away from home during the training period, and, where necessary, a weekly allowance not in excess of \$3.00 to trainees living at home during said period.

On December 28, 1940, the Inter-Departmental Committee on Labour Co-ordination, which had been studying the question of labour supply, reported regarding the requirements of war industries and the armed forces in respect to trained workers for 1941 and recommended the expansion of the War Emergency Training Programme to provide for the training of 50,000 skilled and semi-skilled workers in vocational schools and special training centres during the year. The committee also reported that 50,000 skilled and semi-skilled workers should be trained in industry during 1941.

To implement the recommendations of the Inter-Departmental Committee on Labour Co-ordination additional funds were made available from the War Appropriation to provide for the expanded War Emergency Training Programme to March 31, 1941, and the schedules of the Youth Training agreements governing the project were amended to provide for the changes in the programme recommended by the Committee, which were chiefly as follows:

1. That preference be given in the selection of trainees to the following categories, in the order named:

- (a) Veterans of the 1914-1918 war and those discharged from active service in His Majesty's armed forces engaged in the present war;

(b) Men over 40 years of age;

(c) Women and other men over 16 years of age;

it being provided that all trainees selected from these categories must be capable of benefitting by the training and physically able to do the work required.

2. That weekly allowances to trainees in the vocational schools and special training centres under the programme be paid as follows:

(a) to heads of families, \$12.00;

(b) to unmarried trainees living away from home \$7.00 except in those areas where board and lodging could not be obtained at that rate, in which cases up to a maximum of \$9.00 might be paid;

(c) single trainees living at home not to receive any allowance except
(i) where they had given up employment to attend a class; or
(ii) where there was financial need;

in such cases the maximum weekly allowance to be \$3.00.

Under the expanded programme, training was given in aircraft manufacturing, machine shop, sheet metal, welding (acetylene and electric), industrial chemistry, cooking (for women in Ontario for Army Auxiliary Services), electricity and radio mechanics, pattern making and power machine sewing for women in Ontario). Special courses for fine instrument repair were inaugurated at the Central Technical School, Toronto, Dalhousie University, and the University of British Columbia, and a tool improvers' course at the Wesidale School, Hamilton, Ontario. The usual length of courses was 3 months, except in the case of the special courses, which were of a somewhat longer duration. No courses were carried on in skills for which less than 4 weeks training is required. In training enlisted men referred to the schools by the Army, the instruction given was for blacksmiths, bricklayers, carpenters and joiners, concretors, electricians, engine artificers, machine shop fitters, draughtsmen, motor mechanics, plumbers and tinsmiths.

Although there were no suitable vocational shops or other adequate facilities for industrial training for war work in the province of Prince Edward Island, it was felt that persons from that province should have an opportunity of serving in the war effort by assisting in the production of munitions and other war industries and arrangements were made whereby a specified number of trainees from Prince Edward Island would be enrolled in training centres in the provinces of New Brunswick and Nova Scotia. As its contribution to this training the provincial government of Prince Edward Island paid the cost of transportation for trainees attending these classes.

The travelling expenses of trainees to the training centres and return to their homes or to certified employment, were provided where necessary.

Each trainee who satisfactorily completed a War Emergency Training course was given a certificate by the head of the school, setting forth the period of his instruction, the different categories of work involved and his grading in each.

Training under the expanded War Emergency Training Programme was carried on in approximately 90 centres.

Lists containing information regarding war contracts awarded were sent to each province and the authorities were asked to ascertain either through the staffs of the schools, the Employment Service Offices, or through special placement officers the labour requirements of these firms. They were also asked to arrange that close contact be maintained between industry and the schools so that the training given would meet the requirements of the employers.

Particular attention was paid to the matter of obtaining sponsorship of trainees by industry and in many instances, notably in Ontario, industry referred groups of students to the local schools asking that they be trained along certain definite lines and promising to take into its employ all those who satisfactorily completed their training. In other cases definite weekly or monthly quotas were supplied to employers as required. Where necessary, surplus trainees from one area were transferred to other areas where they were needed.

TRAINING IN INDUSTRY UNDER THE WAR EMERGENCY TRAINING PROGRAMME

The Dominion-Provincial War Emergency Training Programme during the fiscal year ending March 31, 1941, was almost wholly confined to specially organized classes which were conducted in vocational schools and youth training centres throughout the Dominion. No appropriation was set aside for the development of training programmes in industrial plants, and all schemes of this nature have been developed without direct financial assistance from governments.

In a number of privately-owned war industries, and in some established by the British and Canadian Governments, training schemes have been adopted both for new workers and for those skilled and semi-skilled employees who require additional training and technical knowledge to qualify them for promotion. These schemes take many forms, according to the particular requirements and conditions in each plant, and no attempt has yet been made to regulate or control such efforts.

The present policy is to promote and develop training programmes in war industries to supplement and complete the training given in war emergency classes and to allow each plant to develop its own methods, in so far as possible. Assistance will be given, as requested, by way of distributing information, selecting and training instructors, and developing courses or training techniques. It may become necessary to require organized training wherever government war contracts are carried out but for the time being it is left to each employer to provide suitable training facilities for his employees as the need arises and to make whatever use he can of the training centres and special classes organized under the War Emergency Training Programme.

Plants have been visited in all parts of the Dominion and reports have been received which show that more persons are being trained in industrial establishments engaged on war contracts than are being graduated from the war emergency classes.

It is planned to develop training programmes in non-war industries as the need for training exceeds the capacity of existing facilities and the specific training requirements of the war industries become better known. The development of such programmes will enable the non-war industries to release trained, experienced men from their own staffs for temporary service where such services will be most effective, and will also provide basic training for war workers and for young men who enlist in those branches of the armed forces where industrial skills are required.

TABLE 3.—DOMINION-PROVINCIAL WAR EMERGENCY TRAINING PROGRAM

NUMBERS PROVIDED TRAINING AND NUMBERS PLACED

(4) Cumulative Totals to March 31, 1941, and Numbers in Training at March 31, 1941

	Numbers in Training		Placements, Enlistments and Withdrawals			
	Cumulative Totals (4)	At end of March, 1941	Placed in Employment	Enlisted	Completed Training not reported placed (2)	Left before Training completed (3)
			Cumulative	Cumulative	Cumulative	Cumulative
DOMINION SUMMARY—						
Industrial Classes....	24,247	5,512	10,722	368	3,270	3,854
R.C.A.F. Classes (1).....	533	319	74	169	.....	64
Army Classes.....	3,193	2,429	.....	.....	.....	.....
Total.....	27,973	8,260	10,796	537	3,270	3,918
NOVA SCOTIA—						
Industrial Classes....	224	87	117	3	.....	26
Army Classes.....	310	142	.....	.....	.....	.....
Total.....	534	229	117	3	.....	26
NEW BRUNSWICK—						
Industrial Classes....	634	166	196	20	154	86
Army Classes.....	99	90	.....	.....	.....	.....
Total.....	733	256	196	20	154	86
QUEBEC—						
Industrial Classes....	2,472	364	881	3	979	659
Army classes.....	28	23	.....	.....	.....	.....
Total.....	2,500	387	881	3	979	659
ONTARIO—						
Industrial Classes....	17,434	3,396	8,585	109	1,685	2,473
Army Classes.....	1,285	1,159	.....	.....	.....	.....
Total.....	18,719	4,555	8,585	109	1,685	2,473
MANITOBA—						
Industrial Classes....	350	87	49	136	60	21
Army Classes.....	318	227	.....	.....	.....	.....
Total.....	668	314	49	136	60	21
SASKATCHEWAN—						
Industrial Classes....	516	204	241	12	27	32
Army Classes.....	137	134	.....	.....	.....	.....
Total.....	653	338	241	12	27	32
ALBERTA—						
Industrial Classes....	1,673	774	554	70	190	419
R.C.A.F. Classes (1).....	533	319	74	169	.....	64
Army Classes.....	434	379	.....	.....	.....	.....
Total.....	2,640	1,472	628	239	190	483
BRITISH COLUMBIA—						
Industrial Classes....	944	434	99	15	175	138
Army Classes.....	582	275	.....	.....	.....	.....
Total.....	1,526	709	99	15	175	138

(1) While the major portion of R.C.A.F. classes in Alberta were carried on under the War Emergency Training Program, all other R.C.A.F. classes were conducted under the Youth Training Program and are covered in Tables Nos. 1 and 2.

(2) Including those who, after completion of training, obtained employment themselves without reporting to Placement Officers.

(3) Including those who left voluntarily or for medical reasons or were discharged.

(4) Cumulative totals are from July 1, 1940, for Industrial and Army Classes and from April 1, 1940, for R.C.A.F. classes in Alberta.

The following table shows the Dominion's allotments for the fiscal year 1940-41 and claims paid to March 31, 1941, for the Youth Training and War Emergency Training Programmes.

TABLE No. 4

Province	Youth Training		War Emergency Training	
	Dominion Allotment	Claims Paid to March 31, 1941	Dominion Allotment	Claims Paid to March 31, 1941
	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Prince Edward Island.....	18,550 00	3,801 96	.....	.....
Nova Scotia.....	20,000 00	10,057 02	75,000 00	43,090 45
New Brunswick.....	60,000 00	25,906 34	93,000 00	47,720 25
Quebec.....	320,500 00	77,661 91	146,000 00	91,992 29
Ontario.....	241,000 00	217,846 06	885,000 00	295,405 07
Manitoba.....	116,875 00	60,025 12	55,000 00	10,552 97
Saskatchewan.....	132,575 00	95,681 90	51,000 00	15,747 72
Alberta.....	117,000 00	87,076 94	205,000 00	106,964 79
British Columbia.....	110,800 00	56,961 69	75,000 00	24,521 01
	1,137,300 00	635,018 94	1,585,000 00	635,994 55

XI. INTERNATIONAL LABOUR ORGANIZATION

(LEAGUE OF NATIONS)

The Department of Labour is charged with important duties arising out of Canada's relations with the International Labour Organization, which is based on co-operation between the governments, the organized employers and the organized workers of the whole world, and was established in association with the League of Nations at the close of the Great War, under the authority of the Treaties of Peace, with the object of securing the improvement of industrial conditions by legislative action and international agreement. The International Labour Organization comprises: (1) the *General Conference of Representatives* of the member countries (a complete delegation from each member state consisting of two government representatives, one employers' and one workers' delegate), which meets once a year or oftener if required, usually at Geneva, and which may be considered the legislative body of the Organization; (2) the *International Labour Office*, which is the permanent secretariat, and which collects and distributes information on all subjects relating to the international adjustment of conditions of industrial life and labour; and (3) the *Governing Body of the International Labour Office*, which, in addition to controlling the activities of the Office, is charged with the preparation of the agenda of the annual sessions of the General Conference.

In order to keep in close touch with the work of the International Labour Organization and of the League of Nations, the Canadian Government was represented at Geneva by an advisory officer from 1924 until the summer of 1940, by which time the rapid extension of the war in Europe rendered the continuance of operations from Switzerland extremely difficult. The Government of Canada thereupon indicated in August its willingness that the International Labour Office should temporarily transfer to Canada the staff necessary to carry on the essential central services. The main working centre is accordingly now in Montreal, in premises provided by the generosity of McGill University. A small staff is retained in Geneva; the Washington and London offices have been strengthened; and a number of members of the staff have been detached for liaison service in their own countries. The International Labour Office's network of branch offices and correspondents functions as hitherto.

Mr. H. Hume Wrong, who succeeded Dr. W. A. Riddell in October, 1937, as Permanent Delegate of Canada to the League of Nations, was transferred to Washington early in 1941 and has been replaced as Canadian representative on the Governing Body of the International Labour Office by Dr. Bryce M. Stewart, Deputy Minister of Labour.

At the close of the fiscal year the International Labour Organization had a nominal membership of fifty-two states, including nearly all of the industrial countries of the world. Germany, Italy, and Japan ceased to be members of the Organization in October 1935, December 1939, and November 1940, respectively, while Russia was expelled following the invasion of Finland. The notices of withdrawal from the League of Nations given by Chile, Venezuela and Peru expired during 1940-41 but all three countries have decided to continue their collaboration with the Organization. The Governments of European countries occupied by Germany which were obliged to seek refuge in England have all maintained their relations with the Organization.

Owing to the war, no session of the International Labour Conference has been held since June, 1939, the Twenty-sixth Session, summoned for June, 1940, having been postponed. It is hoped that a meeting of the Conference will be held during 1941.

The twenty-five sessions of the General Conference which have been held since 1919 have resulted in the adoption of sixty-seven Draft Conventions and sixty-six Recommendations, all of which have been communicated to the member states of the Organization. These Draft Conventions and Recommendations are not binding on the member states, but they must be brought before the authority or authorities within whose competence the matters lie for the enactment of legislation or other action. Although no new Conventions have been adopted since 1939, the ratification of those previously adopted has continued despite the war, though at a slower rate. The total number of ratifications registered at the end of March, 1941, was 880.

CANADIAN ACTION ON PROPOSALS OF INTERNATIONAL LABOUR CONFERENCE

Successive Orders in Council adopted on report of the Minister of Justice from 1920 to 1939 set forth that some of the proposals emanating from the annual meetings of the Conference dealt with questions which were within the exclusive jurisdiction of the Dominion Parliament and that others were within the sphere of provincial authority. Accordingly the Draft Conventions and Recommendations which fell within the latter category were brought to the attention of the provincial authorities, but none of these particular Draft Conventions has been applied by all the provinces to date, although examination of the provincial laws has shown that the requirements of some of them are met in whole or in part by existing legislation.

With respect to the proposals emanating from the International Labour Conference which were found to be within federal authority, a recommendation was adopted by Order in Council in 1923 with respect to the communication to the International Labour Office of statistical or other information regarding emigration, immigration and the repatriation and transit of immigrants, and subsequently nine Draft Conventions were ratified by the Dominion Parliament concerning: (1) the minimum age for the admission of children to employment at sea; (2) unemployment indemnity in case of loss or foundering of the ship; (3) the minimum age for the admission of young persons to employment as trimmers or stokers; (4) compulsory medical examination of children and young persons employed at sea; (5) seamen's articles of agreement; (6) the marking of the weight on heavy packages transported by vessels; (7) limitation of hours of work in industry; (8) weekly rest in industry; and (9) the creation of minimum wage-fixing machinery. Legislation to implement the first six of these Draft Conventions has been embodied in the Canada Shipping Act, 1934, which came into effect by proclamation on August 1, 1936. Measures were also enacted by Parliament in 1935 to give effect to the three last-mentioned Draft Conventions, but they remain inoperative as, following a reference made to the Supreme Court of Canada as to the authority of the Dominion Parliament to enact these measures, the judgment rendered was taken to the Judicial Committee of the Privy Council in London, which declared that all three of these Acts were *ultra vires* of the Parliament of Canada.

This branch of the work of the Department of Labour necessitates a close study of the various technical questions which appear on the agenda of the different sessions of the International Labour Conference and of the quarterly meetings of the Governing Body, as well as of the meetings of the committees of technical experts on various questions of interest to industry and labour, and entails a great deal of correspondence, not only with other departments of the Dominion Government, but with the provincial governments and with employers' and workers' organizations all over the Dominion. Replies to the various questionnaires which are circulated on behalf of the International Labour Office are also prepared in the Department of Labour.

ASSISTANCE GIVEN IN CANADA'S WAR EFFORT, LABOUR POLICY, ETC.,
BY THE INTERNATIONAL LABOUR OFFICE, MONTREAL

The work of the International Labour Office in collecting and publishing information and making studies on labour and social questions has been continued from Montreal. In December, 1940, the Office published, in the *International Labour Review*, a summary of the recommendations of the Royal Commission on Dominion-Provincial Relations (the Rowell-Sirois Commission) relating to social legislation. This was reprinted as a pamphlet which had a wide sale in Canada and assisted in enlightening the public on certain of the issues raised in the Commission's report. Assistance also continues to be given to Governments in other ways. Aid in the Canadian Government's war effort was given by the Office by the organization of two informal conferences on problems of labour supply for defence purposes. These were held in Montreal in the early months of 1941 and were attended by representatives of the Department of Labour and by Canadian employers' and workers' representatives, together with a similar tripartite delegation from the United States. The meetings provided an opportunity for a very useful exchange of experiences and views between the delegations of the two countries and for joint study of memoranda prepared by the Office summarizing the measures adopted in a number of other countries. The Office has also given assistance to the Department of Labour in the formulation and administration of its wartime labour policy.

THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body of the International Labour Office, which is elected triennially by the International Labour Conference, besides being charged with the general supervision of the Office, the framing of its budget, and the preparation of the agenda of the annual Conferences of representatives of the member states, decides the measures to be taken to give effect to resolutions of the Conference, appoints advisory and technical committees of experts from different countries on a wide range of subjects and decides what steps should be taken in the light of their conclusions.

Prior to 1934, the Governing Body consisted of twenty-four members, twelve representing governments, six representing employers and six representing workers. In order to meet criticism that this number did not permit of the adequate representation of countries outside Europe, the constitution was amended and the number raised to thirty-two, with a stipulation that six of the government members, two of the employers' members and two of the workers' members must belong to non-European states. Of these thirty-two members, sixteen represent governments, eight represent employers and eight represent workers.

Of the sixteen members representing governments, eight are nominated by the governments of the member states of chief industrial importance, which, at the time of the last triennial election, were the following: United States of America, Great Britain, France, India, Japan, Canada, Belgium and the Netherlands. The remaining eight are appointed by states selected for the purpose every three years by the general body of the government delegates at the International Labour Conference representing states other than those of chief industrial importance. The eight employers' representatives and the eight workers' representatives are elected every three years by the employers' and workers' delegates, respectively, at the Conference. The mandate of the present Governing Body expired in 1940 and a new Governing Body will be elected at the next meeting of the International Labour Conference.

It is laid down in the Standing Orders of the Governing Body that its chairman, who must be elected annually, shall be chosen under a system of rotation from European and non-European countries, from states "of chief industrial importance" and from the other states. The Government of Canada was honoured by having its representative on the Governing Body, who is the Permanent Delegate of Canada to the League of Nations, elected chairman for the year 1936.

There has been no meeting of the Governing Body since February, 1940, but it is hoped that it will be found possible to hold one during 1941.

Various standing advisory committees have been set up by the Governing Body on which the Canadian Government has been represented by the Permanent Delegate of Canada to the League of Nations resident in Geneva, as a full or deputy member of the Committees on Finance, Standing Orders, Periodical Reports, Cost of Living and Agricultural Work.

In addition to the foregoing committees, which are composed exclusively of members of the Governing Body, various other committees have been set up, membership in which is not confined to the Governing Body itself. Of these, Canada is represented on the following: Mixed Advisory Agricultural; Permanent Agricultural; Management; Public Works; Accident Prevention; Social Insurance; Automatic Coupling; Industrial Hygiene; Workers' Spare Time; Joint Maritime Commission; Women's Work; Statistical Experts; and Unemployment Insurance and Placing.

These committees of experts and specialists are set up in order that the International Labour Organization may always be sure of receiving competent advice for its diverse tasks. Some of them are especially qualified to represent the interests and desires of certain categories of workers, manual or non-manual; others are intended rather to aid the Office in various fields of scientific research.

RESIGNATION OF THE DIRECTOR

Mr. John Gilbert Winant resigned from the Directorship of the International Labour Office on his appointment as United States Ambassador in London, and Mr. Edward J. Phelan, the Deputy Director, took over responsibility for the Office as Acting Director as from February 15, 1941, pending the appointment of a Director by the Governing Body.

XII. SPECIAL AGENCIES DEALING WITH LABOUR SUPPLY

THE NATIONAL LABOUR SUPPLY COUNCIL AND THE LABOUR CO-ORDINATION COMMITTEE

The National Labour Supply Council was established by Order in Council P.C. 2686 of June 19, 1940 and originally consisted of five members chosen in consultation with nation-wide organizations of industry and five members chosen in consultation with labour organizations of major importance, with an impartial Chairman. The Council's membership was increased by Order in Council P.C. 7611 of December 28, 1940 to include two additional representatives: one chosen in consultation with the railways through their association, and one chosen in consultation with railway labour organizations.

The Council was set up by the Government pursuant to its declaration of certain principles embodied in Order in Council P.C. 2685 for the regulation of labour conditions during the war "to advise on any matters touching labour supply for industry." The Council's functions extend beyond that of advising on matters referred to it by the Minister of Labour as indicated in Order in Council P.C. 2686. In a letter of March 21, 1941 to Mr. A. J. Hills, Chairman of the National Labour Supply Council, the Minister of Labour wrote as follows:—

"I believe that I have made it clear that the precise wording of the Order in Council should not be so interpreted as to place any restrictions on the advice which you can tender me on any labour matters. It is obvious that a Council set up equally representative of labour and industry can perform a very wide service in this critical period, and I am only too anxious to receive your advice on any labour matters on which you deem it expedient to give me such advice."

The Interdepartmental Committee on Labour Co-ordination was established on the recommendation of the National Labour Supply Council by Order in Council P.C. 5922 of October 25, 1940, and is representative of the departments of Government most generally concerned in war production and related measures. The Chairman of the National Labour Supply Council is a member of the Committee and the Secretary of the Committee is also the Secretary of the National Labour Supply Council. In setting up this interdepartmental body which is charged with the planning and co-ordination of the functions and activities of the various Government agencies in relation to matters affecting labour, a special duty was imposed on the Committee:—

"To refer questions to and consult with the National Labour Supply Council in order to secure the considered judgment of employers and employees on measures and practices proposed with a view to obtaining their co-operation in such measures and practices as may be adopted, and that the said Committee be charged with the responsibility of ensuring the carrying out of any approved plans in respect of the foregoing matters."

The present procedure therefore is that the Labour Co-ordination Committee formulates proposals and submits these to the National Labour Supply Council. When a proposal so reviewed is approved, the Government is in a position to pass an order in council with assurance that the measures it covers have received the considered judgment of those competent to speak for industry and labour. The War Emergency Training Program, Order in Council P.C. 6286, the so-called "enticing" Order, and Order in Council P.C. 7440

setting out the Government's wage policy for war industry are measures that were adopted by the Government after having been considered by the National Labour Supply Council and the Committee on Labour Co-ordination in the manner indicated.

Another measure that was enacted on the joint recommendation of these two bodies was Order in Council P.C. 868 of February 5, 1941. Under the authority of this Order the National Labour Supply Council convened and held under its auspices from February 10 to 12 a joint meeting of the employers and employees engaged in the construction industry. The members of the conference considered the problem of labour supply in the industry and the broader question of preventing stoppages due to disputes. The National Joint Conference Board of the Construction Industry was formed to deal with wages and working conditions for the industry during the war period. The Chairman of the National Labour Supply Council acts as convener of the Board and the secretarial work is undertaken by the Council's office.

The National Labour Supply Council has assisted in the drafting of regulations with respect to the calling up of men for compulsory military training. Reflecting as it does the considered judgment of industry and labour, it has rendered valuable service to the Government in seeing that war industry has not been impaired through the withdrawal of men essential to the production of war materials. Under the new regulations, National War Services Regulations, 1940 (Recruits) (Consolidation 1941), the National Labour Supply Council has become an integral part of the machinery for the calling up of men for compulsory military training in that provision has been made for its representatives to appear before the War Services Boards on behalf of industry. The Council prepared a draft submission with respect to the reinstatement of men in civil employment at the completion of service in His Majesty's Forces for consideration by the Interdepartmental Committee on Labour Co-ordination.

At the request of the Honourable the Minister of Labour, the National Labour Supply Council obtained nominations from its members for appointment to the Unemployment Insurance Commission and for the Commission's Advisory Council.

The National Labour Supply Council, as a body thoroughly representative of industry and labour, has also been used in an advisory capacity to handle special calls for labour, and in a number of ways has been called on as an advisory body competent, because of its make-up, to speak with authority for industry and labour.

THE WARTIME BUREAU OF TECHNICAL PERSONNEL

Under Order in Council P.C. 780, dated February 12, 1941, the Wartime Bureau of Technical Personnel was created by the Department of Labour. This action followed a report of the Minister of Labour, dated February 4, 1941, which advised the Privy Council that a growing shortage existed of competent chemists, engineers and other technically trained personnel required for the war programme. The Minister based his recommendation on an undertaking given to him by The Engineering Institute of Canada, The Canadian Institute of Mining and Metallurgy and the Canadian Institute of Chemistry that they were prepared to organize such a Bureau of Technical Personnel for war industries and to co-operate with the Civil Service Commission in arranging for the placement of technical personnel in the Government service. The Interdepartmental Committee on Labour Co-ordination reported that such a Bureau was urgently needed.

The Wartime Bureau of Technical Personnel was thus established and the Institutes named above set up the Bureau on lines approved by the Minister of Labour and the Interdepartmental Committee on Labour Co-ordination. The

records of the technical section of the Voluntary Service Registration Bureau of the Department of National War Services were transferred to the Bureau and a grant of \$7,000 for the balance of the fiscal year 1940-41 was made to meet the necessary operating expenses.

Even prior to the outbreak of the war the three national professional organizations concerned with the Bureau had been active, through committees, in surveying Canadian engineering manpower and in gathering data which was made available at that time to the Department of Militia and Defence. On the outbreak of war these data were transferred to the office of the Secretary of State and subsequently to the Department of National War Services. During the intervening period the Institutes were not directly concerned either with the use of existing data or the gathering of current information on personnel requirements.

Following the establishment of the Bureau, an Advisory Board was chosen in consultation with the Minister. The members of this Board were representative of The Engineering Institute of Canada, The Canadian Institute of Mining and Metallurgy, the Canadian Institute of Chemistry, the Canadian Manufacturers Association, Canadian universities and provincial professional associations. On the unanimous recommendation of the three Institutes, Mr. E. M. Little of Quebec City was named Director of the Bureau by the Minister and on the recommendation of the Director, Mr. L. Austin Wright was named Assistant Director.

Temporary offices were opened in the new Supreme Court Building on February 24, 1941. The Bureau at once began a thorough examination of all available records including claims made by individuals in their National Registration.

The Bureau's plans are to resurvey the entire field and mailing lists are being prepared from the National Registration, the membership lists of the engineering societies and the provincial professional associations. It is expected that about 45,000 questionnaires will be circulated during the months of May and June. The records of all technical persons will be filed under their various competencies so that individuals recorded can be readily located when there are specific demands for technical personnel.

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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1942

1941/42



OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1943

Price, 25 cents

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OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1943

To *His Excellency Major-General the Right Honourable the Earl of Athlone, K.G., P.C., G.C.B., G.C.M.G., G.C.V.O., D.S.O., A.D.C., Governor General and Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1942, all of which is respectfully submitted.

HUMPHREY MITCHELL,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1942

To the Honourable HUMPHREY MITCHELL,
Minister of Labour.

SIR,—I have the honour to submit a report on the work of the Department of Labour for the fiscal year ending March 31, 1942. Since in the interests of economy the report has been greatly abbreviated, it does not seem to require the customary introduction and summary.

I have the honour to be, Sir,

Your obedient servant,

BRYCE M. STEWART,
Deputy Minister of Labour.

October 5, 1942.

I. LABOUR DEPARTMENT ACT

The Department of Labour operates under the Labour Department Act (Chapter 111 of the Revised Statutes of Canada, 1927).

THE LABOUR GAZETTE

One of the original functions of the Department of Labour, prescribed by Section 10 of the Conciliation Act of 1900 (now Section 4 of the Labour Department Act), was the publication of a *Labour Gazette*, to be issued monthly in English and French with a view to the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects. This material was intended to be of service to workers and others desiring reliable data in regard to questions especially affecting labour and such topics as have a bearing on the status and well-being of the industrial classes of Canada.

The *Labour Gazette* made its first appearance in September, 1900. Since that date it has provided a continuous record of labour legislation, employment and unemployment, wages and hours of labour, trends in prices and the cost of living, industrial disputes, activities of labour organizations, etc., and has thus reflected the industrial, social and economic conditions prevailing in Canada during the last forty-two years.

Data is also gathered concerning facts in Great Britain, the United States, and other countries, which may have a bearing on conditions in Canada.

The average monthly distribution of the *Labour Gazette* during the calendar year 1941 was 11,334 (9,396 English and 1,938 French). This figure represents an increase of 42 copies as compared with the average monthly distribution in 1940. The average monthly paid circulation was 5,747 copies, of which 4,760 were of the English and 987 of the French edition. A nominal subscription of 20 cents a year is charged, the purpose of the subscription being to keep the distribution within the limits of actual demand, rather than to meet the cost of production. In addition to the paid circulation, the *Labour Gazette* is issued gratuitously to certain public bodies and institutions, as well as to persons who from time to time supply information required by the Department. The average monthly distribution of complimentary copies was 5,587 of which 4,636 were of the English and 951 of the French edition. At the close of each year a limited number of volumes are bound, with a classified index, and sold to subscribers at \$2 a volume.

STATISTICAL BRANCH

Statistical and other information as to strikes and lockouts, changes in prices and the cost of living, wages and hours of labour, industrial agreements and industrial accidents is collected and compiled by the Statistical Branch of the Department and published in the *Labour Gazette* or in special supplements thereto. The information is used in connection with the settlement of industrial disputes and negotiations for agreements as to wages and working conditions not only by conciliation officers of the Department and by Boards of Conciliation and Investigation under the Industrial Disputes Investigation Act, but also by employers and employees who obtain, on request, special compilations for this purpose. The Department also receives requests for such information from persons interested in the establishment or development of industries and from those engaged in the study of labour and social problems. The information as

to wages is used also in connection with the administration of the Fair Wages Policy of the Dominion Government and for the determination of wages for certain classes of Dominion Government employees on prevailing rates under the Civil Service Act, data being furnished to various departments for this purpose as required. This section of the work on wages was transferred to the National War Labour Board following its appointment under an Order in Council passed on October 24, 1941.

STRIKES AND LOCKOUTS

The Department has maintained a record of strikes and lockouts in Canada, since its establishment toward the end of 1900, and published in the *Labour Gazette* each month a list of those in progress, with particulars as to the nature and result of each dispute. A review, with a statistical analysis for each calendar year, is published early in the year following. A strike or lockout, included as such in the record, is a cessation of work involving six or more employees for at least one working day or causing a time loss of at least ten man working days. The statistical compilation includes only workers directly affected, that is, those on strike or locked out, but the employees indirectly involved, that is, unable to work because of the stoppage are shown in footnotes where the number is important. A separate record of minor disputes is maintained. The number of these is usually small, 26 being reported during 1941, involving 625 employees and causing time loss of 131 man working days.

Information as to the occurrence of strikes or lockouts is secured through newspapers, from correspondents of the *Labour Gazette*, from the officers of the Department in touch with disputes and negotiations, from labour organizations or other representatives of workers involved and from employers concerned. A statement as to each dispute showing causes, dates, result, etc., is secured, if possible, from the representatives of each party.

The period since the outbreak of war has been marked by a substantial industrial expansion and increase in employment and in prices and the cost of living. This expansion was accompanied by considerable increase in 1940 and again in 1941 in the number of industrial disputes and in the resulting time loss. In 1941 the number of disputes was nearly double the number in 1939 and about 35 per cent greater than in 1940, while the time loss was 90 per cent greater than in 1939 and about 60 per cent greater than in 1940. The number of disputes, 231 in 1941, was greater than that recorded in any year since 1920, with the exception of 1937. In that year was recorded also the greatest time loss since 1925, being more than double that of 1941 in which the loss was 433,914 man working days. The number of workers involved 87,091 in 1941 compares with 60,619 in 1940, and 41,038 in 1939. The 1941 total was the largest of any year since 1919.

Nearly half of the time loss during the year was in manufacturing,—205,845 man working days, of which two-thirds was in metal products industries. Forty-four per cent of the time loss or 191,689 days was in mining of which 78,000 days was due to a strike of gold miners at Kirkland Lake, Ont. In coal mining there were 45 disputes, with a time loss of 109,169 man working days.

More than half of the total time loss was due to ten strikes, involving besides the strike at Kirkland Lake, automobile parts factory workers at St. Catharines, Ont., coal miners in Nova Scotia (two strikes), aluminum workers at Arvida, P.Q., metal workers at Toronto, Ont., steel rolling mill workers at Montreal, P.Q., cotton factory workers at Milltown, N.B., and steel car factory workers at Hamilton, Ont., (two strikes). As in other years, many disputes were of short duration and involved comparatively small numbers of workers.

As is usually the case, the demand for increase in wages was the predominant cause of strikes during the year, there being 113 strikes in which this was the chief cause, involving 30,362 workers and causing time loss of 147,450 days. In 34 disputes the principal issue was recognition of the union. In these 11,782 workers were involved causing a time loss of 53,390 days.

Forty per cent of workers involved in all disputes were partially successful in achieving their demands, nearly 12 per cent were successful and 28 per cent were unsuccessful. In the other cases the strikes were unterminated or were indefinite in result.

Of the 231 disputes recorded 67 were terminated by direct negotiations, 55 by conciliation and 32 by reference under the Industrial Disputes Investigation Act to Boards of Conciliation or to an Industrial Disputes Inquiry Commission provided for by an Order in Council of June 6, 1941, (June, 1941, issue of *Labour Gazette*, pages 613-4 and October issue, page 1210). Sixty-eight disputes were terminated by return or replacement of workers and two were unterminated at the end of the year.

Information as to strikes and lockouts in other countries is given in the *Labour Gazette* each month and also in the annual review of strikes and lockouts for each calendar year, which appears as early as possible in the following year. The review of 1941 appeared in the *Labour Gazette* for May, 1942, with later information in subsequent issues.

WAGES AND HOURS OF LABOUR

Information as to wages and hours of labour is secured annually by the Department from employers and from labour organizations, and from time to time in connection with strikes and lockouts; arbitration, conciliation and mediation in industrial disputes; proceedings under the Industrial Disputes Investigation Act; preparation of fair wages schedules, etc. Reports from representative employers are requested showing the rates of wages for the principal classes of labour in their employ, hours of work per day, and per week, particulars of any shift operations, rates of pay for overtime work, Sundays and holidays. Information regarding other conditions of employment is also requested, such as production and cost-of-living bonuses, welfare plans, annual vacation and sick leave with pay; as well as copies of any collective agreements in effect. Trade unions are also requested to furnish data as to wages, hours of labour and working conditions, also copies of agreements with employers. Officers of the Department and *Labour Gazette* correspondents resident in the principal industrial centres assist occasionally in the collection of these reports and related information when necessary.

Since its establishment the Department has collected, so far as possible, copies of collective agreements between employers and workers' organizations. These are printed in summary form in the *Labour Gazette*. Files of agreements are maintained for reference.

Tables of wage rates and hours of labour for the main occupations in most industries are compiled from the information secured and are published in an annual supplement to the *Labour Gazette*.

Report No. 25 in the series on Wages and Hours of Labour (supplement to the *Labour Gazette* for October, 1942) contains figures for 1929, 1940 and 1941 and also for certain years back to 1920 in the case of building trades, metal trades, printing trades, electric railways and steam railways. The table of index numbers of rates of wages on the base (1935-39 = 100) shows changes in wage levels of certain groups of trades and industries from 1901 to 1941 and for certain other groups from 1911, 1913 and 1920 to 1941. The group index numbers are weighted by the approximate number of workers in each group.

The general wage index number for the industries covered by the calculation in 1941 was 119.2 as compared with 108.4 in 1940, and 105.3 in 1939, 89.6 in 1933 and 104.5 in 1929.

During the year 1941 there were considerable increases in wages in all industries, averaging 10 per cent over 1940 when the average increase over 1939 figures was 3 per cent. The total increase since 1939 was, therefore, approximately 13 per cent. As some of the figures were for June and others for September they do not represent the wage level at the end of 1941. The adjustment of the cost-of-living bonuses in the closing months of the year together with such increases in rates as were made before the "wage ceiling" was provided for in November would make the level by December (including the cost-of-living bonus) somewhat higher, probably 15 per cent above 1939 rates, approximately equal to the increase in the cost-of-living since August, 1939, which was 14.9 per cent.

The average increases during the year by occupational or industrial groups were as follows: steam railways, coal mining, and common factory labour, 12 per cent; miscellaneous factory trades, 11 per cent; logging and sawmilling, steamships, and telephones, 10 per cent; metal mining, $9\frac{1}{2}$ per cent (in metal mining, many miners also receive bonuses based on the price of metals, production, etc.); metal trades, 9 per cent; electric railways, $7\frac{1}{2}$ per cent; laundries, 7 per cent; building trades, $5\frac{1}{2}$ per cent; and printing trades, 5 per cent.

In manufacturing, wage increases were recorded in 1941 for all of the industries covered, the amount of increase ranging from 5 to 19 per cent depending largely on the extent to which the various industries had granted increases the previous year.

An appendix to Report No. 25 on wages and hours of labour under provincial legislation and on Dominion Government contracts contains data as to changes in 1941 in minimum wage rates and maximum hours of labour established by provincial boards and commissions and also as to changes in wage rates and hours of labour specified in collective agreements in various industries and districts, made obligatory for all employers and workers in such industries and districts under the Quebec Collective Agreement Act, 1940, and similar statutes in Quebec since 1934, and under the Industrial Standards Acts of the Provinces of Ontario and Alberta, 1935, Nova Scotia, 1936, Saskatchewan, 1937 under Part II of Manitoba Fair Wage Act, 1938, and under the Industrial Standards Act of New Brunswick, 1939. (Appendices in Report No. 24 issued as a supplement to the *Labour Gazette*, April, 1941, give complete summary tables, etc., as to rates established under minimum wage and other legislation).

Other appendices to Report No. 25 contained summary tables of figures collected and published by the Dominion Bureau of Statistics as to wages in agriculture, secured through crop correspondents, and as to average earnings of employees on steam railways and in coal mines, with figures as to average numbers of employees and time worked during 1941 and certain preceding years.

Payment of a cost-of-living bonus was provided for under the wages stabilization policy of the Government to safeguard the workers from increases in the cost of the necessities of life. Order in Council P.C. 7440 passed on December 17, 1940, and amended in June, 1941, prescribed for industries under the Industrial Disputes Investigation Act but the policy was recommended for other industries also. This order was replaced by P.C. 8253 of October 24, 1941, called the "Wartime Wages and Cost of Living Bonus Order", which extended the provisions embodied in P.C. 7440 to cover substantially all employers and employees and provided for the establishment of the National War Labour Board and for Regional Boards to administer the Order. For each rise of one point in the index after adjustment to the base August, 1939, as 100 the amount of the bonus or its increase must be 25 cents per week for all adult male employees

and for all other employees employed at basic wage rates of twenty-five dollars or more per week and one per cent of their basic weekly wage rates for male employees under twenty-one years of age and female workers employed at basic wage rates of less than twenty-five dollars per week.

PRICES AND THE COST OF LIVING

The official index of the cost of living in Canada calculated by the Dominion Bureau of Statistics and first published in September, 1940, has appeared month by month in the *Labour Gazette* since that date. This index replaces that formerly published by the Dominion Bureau of Statistics on the base 1926 as 100 and that by the Department of Labour on the base 1913 as 100. In addition tables of retail prices of staple foods and fuel and the rates for rent for workingmen's houses have been published regularly. The prices are the averages of those obtained in each city by the Dominion Bureau of Statistics, supplemented by information reported by *Labour Gazette* correspondents, particularly as to the prices of milk, bread, fuel and rent. Summary tables of the index numbers of wholesale prices in Canada as well as tables of index numbers of prices in the principal countries throughout the world for which such figures are available have also been published. As a result of war conditions information is not now available for certain countries.

The index of the cost of living for Canada which is based on average prices during the period 1935 to 1939 as 100 was constructed to measure the changes in the cost of maintaining a constant budget over a considerable period of time. It is calculated from the prices as at the beginning of each month weighted by the quantities representing average family consumption as ascertained in a survey in 1938. Expenditure records were obtained from 1,439 families of wage earners and low salaried workers with earnings between \$450 and \$2,500 in that year.

The control of prices under an Order in Council on November 1, 1941, became effective on December 1, 1941. The order, the text of which appeared in the November, 1941, issue of the *Labour Gazette* (pages 1371-73) provided that no person should sell any goods or supply services at prices higher than during the period September 15 to October 11, except under the regulations of the War-time Prices and Trade Board. Under an Order in Council of November 21, 1941, the price ceiling was extended to rentals for all real property the order to be administered by the Wartime Prices and Trade Board. Previously the Board had fixed maximum rentals for housing in a few cities only.

The upward movement in the cost of living which commenced after the outbreak of war was continued during the year under review until November but at a more rapid rate than previously. Between March and November, 1941, a slightly greater percentage increase was recorded by the index than during the preceding year and one half. The greater purchasing power in the hands of consumers competing for a diminishing supply of goods as a result of the conversion of industry to a war basis as well as the increased difficulties of transport were factors in the upward movement.

Following the introduction of price control the index remained practically stable and at the end of the fiscal year in March, 1942, was less than one-half point higher than at October 1, 1941, the approximate basic date for price control. In the last war for the corresponding period, that is October, 1916, to March, 1917, the increase in the official index was from 91.4 to 100.1 or 9.5 per cent. In the United States the official index increased 4.9 per cent between October, 1916, and March, 1917. Since the outbreak of war the index for Canada advanced 15.0 per cent to March, 1942, as compared with an advance of 25.2 per cent between July, 1914, and February, 1917, the similar period during the last war.

Foods advanced 24.6 per cent between August, 1939, and March, 1942; clothing 19.7 per cent; home furnishings and services 16.9 per cent; fuel and light 14.0 per cent; rent 7.1 per cent; and miscellaneous 5.7 per cent.

In wholesale prices the index number calculated by the Dominion Bureau of Statistics and based upon prices in 1926 as 100 continued upward until November, 1941. The increase was nearly 10 per cent, from 85.9 for March to 94.0 for November. A slight decline was recorded in December following the establishment of the ceiling on prices effective December 1. In March, 1942, the index was 95.1 the advance for the fiscal year being 10.7 per cent. The increase in the index since the outbreak of war to March, 1942, was 31.5 per cent. Canadian farm products advanced 34.9 per cent in the same period, consumers' goods 31.2 per cent and producers' goods 31.0 per cent. The general index rose 59.8 per cent between July, 1914, and February, 1917, the equal period during the last war.

UNEMPLOYMENT IN TRADE UNIONS

The Department of Labour receives monthly reports from local trade unions throughout the country, stating their membership and the number of members unemployed on the last day of each month. From these is calculated the percentage of the membership, covered by the reports, which was unemployed. These statistics are published monthly in the *Labour Gazette* for each province as well as by groups of industries.

Statistics for the fiscal year under review may be found in the May, 1942, issue of the *Labour Gazette* (page 617).

INDUSTRIAL ACCIDENTS

During 1941 the Department continued its record of fatalities from accidents to workers during the course of their employment or arising out of it, or resulting from industrial diseases. Figures as to such fatalities, with information as to causes, were published quarterly in the *Labour Gazette*, and a summary for the calendar year, together with a statistical analysis, appeared in the issue for March, 1942. As in previous years, information was obtained from the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., and from *Labour Gazette* correspondents and newspapers. Supplementary lists showing fatalities reported too late for inclusion in previous lists were also given.

The Department also published in the March, 1942, issue of the *Labour Gazette* certain statistics of non-fatal accidents. The only comprehensive information available as to these is from the Workmen's Compensation Boards in the various provinces, except in manufacturing, mining, and steam and electric railway operation, in which accidents are dealt with by various governmental departments and commissions. In none of the provinces does the Board have jurisdiction over accidents in all industries. Most of the Boards deal with accidents in logging, mining, manufacturing, construction, transportation and public utilities, excluding agriculture, trapping, finance, domestic service, etc.

LABOUR ORGANIZATION IN CANADA

Most of the "local unions" in Canada are branches of trade unions, many of which are organizations having branches both in Canada and in the United States. The Canadian locals of these international unions are, in most cases, affiliated with either of two central Canadian bodies, the Trades and Labour

Congress of Canada or the Canadian Congress of Labour. The Canadian locals which are branches of unions affiliated in the United States with the American Federation of Labor are affiliated with the Trades and Labour Congress and those which are branches of international unions affiliated in the United States with the Congress of Industrial Organizations are affiliated with the Canadian Congress of Labour. Each of the Canadian Congresses has affiliated with it also a number of purely Canadian organizations, either trade unions with branches in different places or merely local unions.

Of the international unions not affiliated with either of the Canadian Congresses the most important are the four railroad brotherhoods of engineers, firemen and enginemen, conductors and trainmen. Most of the other railway employees' unions are affiliated with the American Federation of Labor and the Trades and Labour Congress of Canada, the principal exception being the Canadian Brotherhood of Railway Employees and other Transport Workers which is the largest Canadian union and which is affiliated with the Canadian Congress of Labour.

The Confederation of Catholic Workers of Canada with which are affiliated most of the National Catholic unions in the Province of Quebec, the Canadian Federation of Labour and the One Big Union are the other central bodies.

During 1941 the membership of trade unions in Canada reached an all-time high figure of 461,681. The report shows that the number of trade union members at the end of 1941 was 96,137 higher than the number reported in 1940 and 76,642 higher than at the end of 1938 when it was 385,039. It exceeded another peak year, 1919, by 83,634.

Some organizations included in previous reports were excluded from the 1941 report on the ground that they cannot properly be considered trade unions but the figures for the years before 1941 have not been revised. The actual increase in trade union membership, then, in 1941 is greater than the gain shown by the figures given for 1940 and is close to 100,000. This large increase occurred chiefly in established unions, old branches adding to their membership and new branches being set up. Of 3,318 branches and local unions on record in the Department at the end of 1941, 97 more than in 1940, reports were received from 2,782. In some cases membership returns for branches were received from the union headquarters.

The influence of the war is reflected in the large gains made by the unions in the metal and mining industries. In metal-working establishments, in railway shops and other metal trades such as bridge and elevator construction, the number of members rose from 39,800 in 1940 to 73,836 in 1941. In mining, membership increased from 28,641 to 38,678. The statement below shows the distribution of the membership among the main industrial groups in 1940 and 1941.

Group of Industries	Membership	
	1940	1941
Mining and Quarrying.....	28,641	38,678
Building.....	40,479	41,106
Metals.....	39,800	73,836
Printing and Paper Making.....	25,835	29,758
Clothing, Boots and Shoes.....	29,348	30,400
Railroad Transport.....	83,142	89,727
Other Transport.....	29,712	38,831
Public Employees, Personal Service and Amusement.....	39,807	36,640
All other trades and general labour.....	48,780	82,705
Total.....	365,544*	461,681

*unrevised

Of the 401,025 members reported by branches and local unions, 132,556 were in Ontario, 121,280 in Quebec, 47,598 in British Columbia, 25,274 in Nova Scotia, 23,047 in Alberta, 18,557 in Manitoba, 15,305 in New Brunswick, 9,116 in Saskatchewan and 279 in Prince Edward Island. Members not reported according to locality numbered 8,013, most of whom were railway telegraphers.

Montreal headed the list of cities with 70,216 trade union members, Toronto had 43,357, Vancouver 30,209, Quebec 17,787, Windsor 14,270 and Winnipeg 14,356. In other places the number was less than 8,000.

Only 435 branches reported women members, the total being 30,327 of whom some 5,000 were in unions in Quebec affiliated with the Confederation of Catholic Workers of Canada. Over 7,000 were members of the International Ladies' Garment Workers' Union, mostly in Montreal, and about 3,000 were in the Amalgamated Clothing Workers of America. It is probable that a considerable number of branches had female members but did not report them separately.

II. CONCILIATION AND LABOUR ACT

Under the provisions of the Conciliation and Labour Act (Chapter 110 of the Revised Statutes of Canada, 1927), the Minister of Labour is empowered to inquire into the causes and circumstances of a dispute and take measures considered expedient to bring the parties together and effect a settlement. He is also authorized to appoint a conciliator or arbitrator in any dispute, when requested by the parties involved.

For the purposes of administering the Act, the Department has, for a number of years, maintained a staff of conciliation officers at Vancouver, Toronto, Ottawa and Montreal. During the fiscal year reviewed, new offices were opened in Winnipeg, Manitoba, and Moncton, New Brunswick,* and plans were well advanced for the reorganization of the whole Conciliation Service by which the administration of the Industrial Disputes Investigation Act and the Conciliation and Labour Act and complementary legislation would be placed under a Director of Industrial Relations, conciliation officers to be designated in the future as Industrial Relations Officers.

Another development during the fiscal year was the transference from the Conciliation Service of the administration of the Fair Wages Policy of the Government of Canada to the jurisdiction of the National War Labour Board.

During the fiscal year ending March 31, 1942, the conciliation services of the Department of Labour were utilized in connection with the adjustment of 105 labour disputes, affecting approximately 35,000 workers.

In 71 of the total number of cases dealt with, mediation was successful. In the majority of the remaining cases, further action was taken by the Department to settle the dispute, either through the establishment of a Board of Conciliation and Investigation or by referring the dispute to an Industrial Disputes Inquiry Commissioner appointed under the provisions of P.C. 4020 of June 6, 1941, as amended.

Thirty-one of the disputes dealt with by the Conciliation Service had resulted in strike action prior to reference to the Department. In another case, a strike occurred following the issuance of a unanimous report of a Board of Conciliation and Investigation; while in 8 of the cases in which strikes occurred before being referred to the Department the stoppage was in the majority of instances quickly terminated, when the employees, who were employed on war contracts, were advised by the Department that their action was illegal being in contravention of the Industrial Disputes Investigation Act as amended.

The causes of disputes referred to the Department for conciliation are set forth in the accompanying table.

It will be noted that in the 105 disputes, demand for increase in wages was a contributory cause in 54 disputes, employees' request for the payment of a cost-of-living bonus in 14 disputes, employees' demand for union recognition in 17 cases and negotiation for agreement in 14 cases.

* Owing to the lack of suitable office accommodation in Moncton, the office of the Industrial Relations Officer for the Maritime Provinces is presently located in Fredericton.

DISPUTES DEALT WITH BY THE INDUSTRIAL RELATIONS BRANCH—DEPARTMENT
OF LABOUR

APRIL 1, 1941, TO MARCH 31, 1942

Wage Increase.....	54
Cost of Living Bonus.....	14
Better Working Conditions.....	1
Negotiation for Agreement.....	14
Union Recognition.....	17
Violation of Agreement by Employers.....	4
Violation of Agreement by Employees.....	..
Dismissal of Employees because of Union Membership.....	14
Application for Board under I.D.I. Act.....	15
Rejection of Board's Report by Employers.....	1
Rejection of Board's Report by Employees.....	..
Mediation Successful.....	71
No. of Cases Dealt with.....	105

The total number of cases dealt with does not correspond with the total number of causes as in many instances more than one cause is embodied in a dispute.

For the sake of economy, the customary tables giving a detailed statement concerning disputes dealt with under the Conciliation and Labour Act during the fiscal year under review are not shown in this report.

III. FAIR WAGES POLICY

The Fair Wages Policy of the Government of Canada dates from a resolution passed by the House of Commons in 1900 and was subsequently expressed in Order in Council P.C. 1206 of June 7, 1922, as amended, and the Fair Wages and Hours of Labour Act, 1935. Specified conditions are required to be inserted in all Government contracts for manufacture or construction to assure the maintenance of fair and equitable conditions of employment. The main requirements are that all employees engaged on the work contracted for shall be paid not less than the wage rates generally accepted as current in the district, that employees on government construction work shall be paid not less than the prevailing rates set forth in a schedule of wage rates to be furnished for each contract by the Department of Labour to the contracting Department, that employees engaged in the manufacture of equipment and supplies under government contract shall, in any case, be paid not less than certain specified minimum wage rates, and that the hours of labour on government construction work shall not, except in special cases, exceed eight per day nor forty-four per week.

During the year the policy was modified and supplemented in several respects. The minimum wage rates prescribed for employees on contracts for government supplies were raised by Order in Council P.C. 3884 of May 30, 1941, to 35 cents per hour for adult male workers, 25 cents per hour for adult female workers, and 20 cents per hour for male and female workers less than eighteen years of age. These rates, together with special rates for beginners and special provisions for apprentices and handicapped workers, were subsequently made applicable to all the employees of any contractor manufacturing supplies on government account by Order in Council P.C. 7679 of October 4, 1941. Order in Council P.C. 5522 of July 22, 1941, superseded by Order in Council P.C. 1774 of March 9, 1942, authorized the Minister to designate persons including provincial officials as inspectors for the enforcement of the Fair Wages Policy and the Wartime Wages and Cost of Living Bonus Order. In October, 1941, Order in Council P.C. 8253 transferred the administration of the Fair Wages Policy from the Department of Labour to the National War Labour Board.

From November 23, 1940, when Order in Council P.C. 6801 made the Deputy Minister of Labour responsible for and established a procedure for the settlement of claims for the payment of wages under the Fair Wages and Hours of Labour Act, 1935, up to March 31, 1942, a total of \$54,240.06 was collected from contractors who failed to pay the prescribed minimum wage rates.

During the fiscal year the Department prepared 1,495 schedules of prevailing rates for construction contracts.

IV. INDUSTRIAL DISPUTES INVESTIGATION ACT

This statement constitutes the thirty-fifth annual report of the Registrar of Boards of Conciliation and Investigation, covering proceedings under the Industrial Disputes Investigation Act (Chapter 112 of the Revised Statutes of Canada, 1927, as amended by 1941, C. 20) for the fiscal year ending March 31, 1942.

The Industrial Disputes Investigation Act was enacted in 1907, to aid in the prevention and settlement of strikes and lockouts. The statute, which forbids any such stoppage of work until all matters in dispute have been dealt with by a Board of Conciliation and Investigation, normally applied to disputes in mines and certain public utility industries. With the beginning of the present war, however, under the authority of the War Measures Act (Order in Council P.C. 3495 as amended by P.C. 1708) the scope of the Industrial Disputes Investigation Act was extended to cover disputes between employers and employees engaged in work on munitions, war supplies and defence projects. As formerly, the conciliation procedure provided for in the statute may also be utilized in the settlement of disputes in industries outside the scope of the Act.

MODIFICATIONS OF THE INDUSTRIAL DISPUTES INVESTIGATION ACT DURING FISCAL YEAR 1941-1942

During the fiscal year reviewed by this report a number of changes were made by Order in Council to expedite the settlement of disputes brought under the scope of the Act as a result of the passage of P.C. 3495 referred to above. The Act was also amended during the year to strengthen the impartial character of Boards of Conciliation and Investigation.

Industrial Disputes Inquiry Commissions.—With the extension of the scope of the Act to cover disputes in war work there was naturally a marked increase in the number of applications for the establishment of Boards of Conciliation and Investigation and it was found that a large number of these applications had reference to disputes of a nature *prima facie* as not to warrant the establishment of a board.

Accordingly, with a view to ensuring that disputes would be settled as expeditiously as possible provision was made under the authority of the War Measures Act (Order in Council P.C. 4020 of June 6, as amended by P.C. 4844 of July 2, 1941, and P.C. 7068 of September 10, 1941) for the appointment of Industrial Disputes Inquiry Commissions, consisting of one or more members, to inquire into the circumstances surrounding such disputes. In the event that an Industrial Disputes Inquiry Commission is unable to effect an adjustment of a dispute, it is the duty of the Commission to report to the Minister of Labour on the matters at issue and advise him whether the circumstances warrant the establishment of a Board of Conciliation and Investigation to deal with the dispute. The text of P.C. 4020 as amended may be found in the October, 1941, issue of the *Labour Gazette* (page 1210).

Amendment to Industrial Disputes Investigation Act.—On June 14, 1941, an Act to amend the Industrial Disputes Investigation Act was passed to strengthen the impartial character of Boards of Conciliation and Investigation established under the provisions of the Industrial Disputes Investigation Act. The amend-

ment repealed Section twelve of the Industrial Disputes Investigation Act and substituted the following therefor:—

“No person shall act as a member of a Board who has any pecuniary interest in the issue of a dispute referred to such Board or who is then acting or has so acted within a period of six months preceding the date of the application for a Board in the capacity of solicitor, legal adviser, counsel or paid agent of either of the parties to the dispute.”

Restriction of Right to Strike in War Industries.—During the fiscal year, regulations governing the right to strike in war industries were established by an Order in Council (P.C. 7307 of September 17, 1941 as amended by P.C. 8821 of November 13, 1941) passed under the authority of the War Measures Act. By this Order in Council, it was declared that any strike subsequent to the receipt of the findings of a Board of Conciliation and Investigation is illegal until the employees concerned have notified the Minister of Labour of their intention to go on strike and a strike vote taken under the supervision of the Department of Labour has shown that a majority of the employees are in favour of a strike.

The Order also provides that any employee who goes on strike contrary to the provisions of these regulations, or who encourages or incites others so to strike, is liable to a fine not exceeding \$500 or to imprisonment for a term not exceeding twelve months or to both fine and imprisonment. The text of P.C. 7307 may be found in the October, 1941, issue of the *Labour Gazette* (page 1209). P.C. 8821 amended Section 3 by deleting “or whose employment might be affected by the proposed strike”.

Transfer of wage disputes from the jurisdiction of Boards of Conciliation and Investigation to National and Regional War Labour Boards.—By Order in Council P.C. 8253 of October 24, 1941, the wartime wages policy of the Government of Canada, which had been outlined in P.C. 7440, was extended to and made mandatory for substantially all industrial and commercial employers. P.C. 7440 had been only for the guidance of Boards of Conciliation and Investigation established under the provisions of the Industrial Disputes Investigation Act.

By P.C. 8253, a National War Labour Board and nine Regional War Labour Boards were established to administer the Government's wartime wages policy. Since these Boards were specifically charged with the duty of adjudicating wage demands, no applications for the establishment of Boards of Conciliation and Investigation in which wages were the sole cause of the dispute were granted. Such applications were referred to the National or Regional War Labour Boards for adjustment.

The pertinent section of P.C. 8253 in this regard reads as follows:

11. (1) Except on written permission of the National Board, as herein provided, no employer shall increase the basic scale of wage rates paid by him at the effective date of this Order.

THIRTY-FIVE YEARS' OPERATIONS UNDER THE I.D.I. ACT

Applications under the terms of the Industrial Disputes Investigation Act from its inception on March 22, 1907, to March 31, 1942, numbered 1,190, an average of 34 per year while 679 Boards of Conciliation and Investigation were established, an average of 19 per year. A number of these boards dealt with two or more applications. In the cases in which boards were not granted, settlements were effected by agencies other than those provided by the Industrial Disputes Investigation Act or it was found that the machinery of the statute could not be utilized. In only 53 cases was the cessation of work which threatened not averted, or the strike which had already been entered upon not ended, as a result of board procedure. This is an average of less than two each year.

OPERATIONS UNDER I.D.I. ACT DURING FISCAL YEAR 1941-1942

During the fiscal year 1941-42 there were 132 applications for the establishment of Boards of Conciliation and Investigation. While one hundred and fifty-two applications appear in Table I, proceedings in regard to 20 applications were, however, carried over from the preceding year. Approximately 237,875 employees were directly concerned in these disputes; while 199,041 were indirectly affected, a total of 436,916. Union recognition solely and union recognition and other demands were the main causes of disputes during the fiscal year (see Table V).

Forty-five boards were established, one of which dealt with four applications, while two boards dealt with two, and one board dealt with three applications.

Thirteen boards established in the preceding fiscal period completed their findings and made reports during the year under review. One of these boards dealt with three applications. Thus with the boards established in the preceding period and continuing on into the period under review, a total of 58 boards functioned and dealt with 67 applications. In only four cases were board proceedings unfinished at March 31, 1942, and in one case the board had not been fully constituted.

Unanimous board reports were received with respect to 29 disputes; in one instance the board's report dealt with five applications. Majority and minority reports were presented respecting 22 disputes; in two instances reports being made following the reconvening of the board. In one case, each member of the board made a separate report.

Twenty-nine cases were reported as settled as a result of board procedure, while in 25 cases the dispute was settled as a result of mediation by a departmental officer. In some of these cases settlement was effected prior to the convening of the board, making formal board proceedings unnecessary. In 4 cases settlement of the matters in dispute was effected through direct negotiations; two cases were settled through the efforts of provincial mediators; in another two instances partial settlements resulted; and in the remainder of the cases, the situation following the presentation of the board's report, remained indefinite at the close of the fiscal year.

In one dispute the recommendations of the board were rejected by the employers concerned and a strike subsequently took place. In four instances the employees rejected the findings of the board. The strike which resulted following the employers' rejection of the board's findings was in the case of various Kirkland Lake gold mining companies and their employees, members of Local 240, International Union of Mine, Mill and Smelter Workers.

The establishment of boards was unnecessary with respect to 85 applications, 13 of the disputes having been settled through mediation of the Dominion Department of Labour and one dispute through provincial mediation, while 2 disputes were adjusted by direct negotiations between the parties concerned. Eleven applications did not meet the statutory requirements; one application was not made by the properly accredited representatives and 3 were not supported by a majority of the employees affected. One application was held in abeyance and 13 were under consideration at the close of the fiscal year. Six applications were referred to the War Labour Board, as the dispute in each instance involved the question of wages. With the assistance of Industrial Disputes Inquiry Commissioners, the settlement of matters in dispute was obtained in 24 cases and boards were not established. In another 10 applications, Industrial Disputes Inquiry Commissioners recommended that a Board of Conciliation and Investigation should not be established since the circumstances, in their opinion, did not warrant such action.

STRIKES AFTER AWARD

After the awards of boards had been made strikes took place in nine instances, in one case the award having been made in the previous fiscal period. Those in which strikes occurred after an award had been made are as follows:

Dominion Steel and Coal Corporation Limited, Montreal, P.Q., and the employees in its Peck Rolling Mills Division.

Canadian Acme Screw and Gear, Limited, Toronto, Ont., and its employees, members of Local 1452, Steel Workers Organizing Committee.

The McKinnon Industries, Limited, St. Catharines, Ont., and its employees, members of Local 199, United Automobile Workers of America.

Pacific Bolt Manufacturing Company, Limited, Vancouver, B.C., and its employees, members of Local 1, Vancouver, Metal Workers' Union, chartered by the Canadian Congress of Labour.

Dumarts' Limited, Kitchener, Ont., and its employees, members of Local 139, United Packinghouse Workers of America.

Ayers, Limited, Lachute, P.Q., and its employees, members of Local 9, United Textile Workers of Canada.

Various gold mining companies, Kirkland Lake district, Ontario, and their employees, members of Local 240, International Union of Mine, Mill and Smelter Workers.

National Steel Car Corporation, Limited, Hamilton, Ont., and certain of its employees, members of Local 2352, Steel Workers Organizing Committee.

Various Steamship Companies operating on the Great Lakes and the unlicensed personnel in their employ, represented by the Canadian Seamen's Union.

COMMISSIONERS APPOINTED

During the fiscal year, on the recommendation of the Minister of Labour, and in accordance with Section 65 of the Industrial Disputes Investigation Act, Commissioners were appointed under the provisions of Part I of the Inquiries Act as follows:

- (1) On February 24, 1941, the Honourable Mr. Justice M. B. Archibald, of the Supreme Court of Nova Scotia, Halifax, N.S., was appointed a Commissioner to inquire into the causes of the lack of capacity production of the coal mines in the Minto-Chipman district of the Province of New Brunswick, and to make such recommendations as in his opinion might serve to bring the coal mines in the district into full production and maintain such production for the duration of the war. Representations had been received concerning serious curtailment in the production of coal in the Minto-Chipman district due to absenteeism, sporadic strikes, and other causes arising out of management and employee action. In his report, submitted July 25, 1941, the Commissioner made two major recommendations. Firstly, that "the organization of the miners throughout the entire area should be continued and made as complete as possible, and in this organization the employees should have the encouragement of the operators." In this regard the Hon. Mr. Justice Archibald declared that he was satisfied "that the miners if permitted to organize and enjoy the advantages of collective bargaining and agreements with respect to working conditions would co-operate with the operators in producing the maximum amount of coal that is possible under present conditions." Secondly, "that the operators co-operate to increase the production of coal in the area."

- (2) On March 24, 1941, Mr. William H. Furlong, K.C., Windsor, Ontario, was appointed a Commissioner to inquire into a dispute between the Chrysler Corporation of Canada, Limited, Windsor, and certain employees, members of Local 195, United Automobile Workers of America, in connection with which an application for the establishment of a Board of Conciliation and Investigation had been received on February 19, 1941. On September 10, 1941, Mr. Furlong reported, among other things, that there was "a deliberate and preconceived walkout on November 8, 1940, and not a lock-out and a movement to strike had been discussed amongst at least some of the employees in Department 95"; "that there was no justifiable reason for such action on the part of the 38 men who did walk out on the 8th of November, 1940, nor on the part of the 23 men from other departments who walked out on the following Monday in sympathy"; "that the Company should not be ordered to take the men back who walked out, as any such order would detrimentally affect the morale of its employees and the peace which now prevails in the factory" and that the Company had in no way violated Order in Council P.C. 2685 or Section 57 of the Industrial Disputes Investigation Act as alleged.
- (3) On May 19, 1941, Mr. John J. Robinette, Toronto, Ontario, was appointed a Commissioner to investigate the culpability of any employee or employees of the Schofield Woollen Company Limited, Oshawa, Ontario, "who went on strike, or of any person or persons who incited, encouraged or aided any employee of the said Company to go or continue on strike contrary to the provisions of the Industrial Disputes Investigation Act as extended by Orders in Council P.C. 3495 and P.C. 1708." The Commissioner found, among other things, that the strike which commenced April 7, 1941, was spontaneous because the employees had become "strike minded", and recommended the prosecution of the president of the local union of the Canadian Hosiery Workers' Union and found that the National Secretary-Treasurer of the Canadian Hosiery Workers' Union was blameworthy in that he did not sufficiently warn union members of the significance of their action and for allowing the situation to get out of hand. The Commissioner also recommended that further study be given to Section 16(2) of the Industrial Disputes Investigation Act, with a view to avoiding the necessity of a strike vote before application for board procedure.
- (4) On September 8, 1941, a Commission comprised of the following: Senator Leon M. Gouin, K.C., Montreal, chairman; Vincent C. MacDonald, K.C., Dean of the Faculty of Law, Dalhousie University, Halifax; and F. H. Barlow, K.C., Master of the Supreme Court of Ontario, Toronto, was appointed to conduct an investigation for the purpose of ascertaining what wages and other labour conditions should be established in the shipyards of the Province of Quebec. Subsequently the Commission's terms of reference were extended and the scope of the investigation was enlarged to include certain shipbuilding plants in the Province of Ontario. The report of the Commission, signed by all three members, was received by the Minister of Labour on December 1, 1941. With a view to uniformity of wage rates and classifications, the Commission recommended the establishment of certain zones in each province, and in schedules attached to the report set forth the scales of wages and classifications of labour, the schedule rates of wages to be basic minimum rates for the respective classes. Regarding the payment of a cost-of-living bonus, the Commission recommended that the Government review the extent to which the wartime cost-of-living bonus had previously been paid in the several yards under inquiry, in order that employees of such yards might be put upon an

equal footing. Other recommendations made by the Commission dealt with re-classification and promotion of workers; grievances; overtime; labour relations and personnel officer; safety and health measures; and apprenticeship. The Commission reported that "it was of the opinion that such matters as union recognition and union shops were not within its terms of reference and that details of agreements governing employer-employee relations should be the subject of negotiation between the Companies and the representatives of the men in the particular yards at the particular time." The Commission therefore made no recommendations on these matters.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT

The following tables show: (i) proceedings by industries concerned during the fiscal year 1941-42; (ii) proceedings by industries concerned from March 22, 1907 to March 31, 1942; (iii) number of disputes dealt with by fiscal years, 1907-42; (iv) number of disputes dealt with by calendar years, 1907-42; (v) the causes of disputes referred for settlement under the Industrial Disputes Investigation Act; and (vi) the disposal of applications made under the provisions of the Industrial Disputes Investigation Act.

For the sake of economy, the customary table giving a detailed statement of applications for Boards of Conciliation and Investigation and of proceedings thereunder during the fiscal year under review are not shown in this report.

TABLE I.—PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1941, TO MARCH 31, 1942

Industries affected	Number of applications for boards	Number of boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work:—			
(1) Mining—			
Coal.....	6	4	0
Other non-metallic.....	6	4	0
Metal.....	2	1	1
(2) Transportation and Communication—			
Steam railways.....	6	2	0
Street and electric railways.....	2	1	0
Motor transportation.....	7	1	0
Express.....	2	0	0
Shipping.....	7	2	1
Telephones.....	1	0	0
(3) Miscellaneous—			
Light and power and waterworks.....	2	0	0
Elevators.....	2	0	0
(4) War work.....	102	33	7
11. Disputes not falling clearly within the scope of the Act.....	12	1	0
	152†	45‡	9

† Including 20 applications carried over from preceding year.

‡ One board dealt with four applications; two boards dealt with two applications each; and one board dealt with three applications.

Proceedings under the Act during 1941-42 include twenty cases in which certain proceedings had taken place during the preceding year, while on March 31, 1942, results were still pending in connection with four disputes.

TABLE II.—PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO MARCH 31, 1942

Industries affected	Number of applications for Boards	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work:—		
(1) Mining and smelting—		
Coal.....	114	13
Other non-metallic.....	1	0
Metal.....	25	6
Asbestos.....	1	0
Salt.....	2	1
(2) Transportation and communication—		
Steam railways.....	272	7
Street and electric railways.....	157	7
Motor transportation.....	29	0
Express.....	16	1
Shipping.....	76	1
Telegraphs.....	36	1
Telephones.....	14	0
(3) Miscellaneous—		
Light and power and waterworks.....	68	3
Elevators.....	16	0
(4) War work.....	174	11
II. Disputes not falling clearly within the direct scope of the Act.....	189	2
Total.....	1,190	53

TABLE III.—NUMBER OF DISPUTES DEALT WITH BY FISCAL YEARS, 1907-1942

—	No. of applications	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	19	4	19	23	22	23	23	20	13	17	16	27	21	29	31	50	82	132	1,190
	No. of boards granted	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	9	0	11	11	13	14	10	6	10	11	2	7	12	7	15	40	45	679	
	No. of disputes where strike not averted (or ended)	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	2	0	1	0	0	0	1	0	0	0	0	0	0	1	0	0	0	2	3	9	53
	Total																																				

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in Table I. A closer examination, however, will show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during that period. The figures of the yearly statement include, therefore, disputes carried over from the previous year which were counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken only of the number of applications received during each year.

TABLE IV.—NUMBER OF DISPUTES DEALT WITH BY CALENDAR YEARS, 1907-1942

	1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939	1940	1941	†1942 3 mos.	Total
No. of applications	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	22	4	14	26	25	21	22	19	16	16	18	23	23	24	33	44	66	143	17	1,190
No. of boards granted	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	9	13	13	13	10	6	8	12	4	7	10	9	13	12	32	53	5	679
No. of disputes where strike not averted (or ended)...	1	1	4	4	4	4	3	1	1	1	1	2	3	5	2	2	0	0	1	0	0	1	0	0	0	0	0	0	1	0	0	0	2	3	9	1	53

* The act became law on March 22, 1907, so that the proceedings cover nine months only.

† To the end of the fiscal year, March 31.

(The remark following Table III applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

TABLE V.—CAUSES OF DISPUTES IN CONNECTION WITH WHICH APPLICATIONS WERE MADE FOR THE ESTABLISHMENT OF BOARDS OF CONCILIATION AND INVESTIGATION

Cause	Calendar year 1941	Fiscal year 1941-42	Nov. 15/41* to Mar. 31/42	Jan. 1/42 to Mar. 31/42
Union Recognition Solely.....	44	50	18	10
Union Recognition and other causes.....	45	40	8	4
Other than Union Recognition.....	54	42	7	3
Total.....	143	132†	33	17

† This total does not agree with the total number of applications shown on Table I as in the latter the total includes 20 applications carried over from the preceding year.

* Effective date of Order in Council P.C. 8253—Wartime Wages and Cost-of-Living Bonus Order.

From Table V it will be observed that the question of union recognition was one of, if not the most important cause of industrial disputes during the fiscal year.

TABLE VI.—DISPOSAL OF APPLICATIONS UNDER PROVISIONS OF INDUSTRIAL DISPUTES INVESTIGATION ACT, FISCAL YEAR 1941-1942

Applications made during fiscal year 1940-41 carried over into current fiscal year and dealt with by Boards of Conciliation and Investigation.....	15	
Applications made during fiscal year 1941-42 referred to Boards of Conciliation and Investigation.....	52	67
Applications in which dispute settled with assistance of Industrial Disputes Inquiry Commissioners.....	24	
Applications on which Industrial Disputes Inquiry Commissioners considered establishment of Board not warranted.....	10	34
Settled by mediation of Departmental Officer (not referred to Board).....	13	
Settled through direct negotiation.....	2	
Referred to Ontario Department of Labour.....	1	
Referred to War Labour Board.....	6	
Held in abeyance.....	1	
Application not supported by majority of employees.....	3	
Application not made by properly accredited representatives.....	1	
Outside scope of Act.....	11	
Under consideration at close of fiscal year.....	13	
Total number of applications dealt with during fiscal year 1941-42.....	152	

V. GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) authorizes the issue of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than \$10 and not more than \$1,200, payable in quarterly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period shall be the longer. Annuities may be deferred or immediate. Deferred annuities are for purchase by younger persons desiring to provide for their old age, by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In the latter case the purchase money required may be derived partly from the wages of employees and partly from employers' contributions. Under early pension plan agreements such employees were treated as individual annuitants. Later group annuity contracts were adopted. Under such a contract a certificate is issued to each employee participating, to be replaced by an immediate annuity contract when the purchase has been completed and the annuity has become due.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1942, the total number of individual contracts and certificates issued was 80,742. Table I shows the number of individual contracts and certificates issued and net receipts by fiscal years. It may be seen that in the fiscal year under review 8,593 contracts and certificates were issued. Of these, 5,189 were contracts with individual annuitants and 3,404 were certificates issued under all the group contracts—i.e., additional certificates issued under 30 group contracts previously effective as well as certificates issued during the year 1941-42 under 19 new group contracts. Thus there was a total of 49 group contracts in effect. Among the contracts issued during the year were 1,778 immediate annuity contracts with an average amount of annuity of \$293.

The total net receipts throughout the period were \$191,734,320.26, net receipts for the year under review being \$19,630,644.58. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1942, is shown in Table II to be \$172,911,035.00. This includes the sum of \$616,981.58 transferred to maintain the reserve. The excess of receipts over payments for the year was \$16,240,981.42.

Of the 80,742 contracts and certificates issued since the inception of the Act, 7,395 were cancelled, leaving in effect on March 31, 1942, 73,347 (Table III). Annuity was payable under 24,546 of these and annuity was still deferred under the remaining 48,801. The total amount of annuity payable under vested contracts was \$9,768,155.00, an average of \$398 per contract. The value of all outstanding annuities was \$172,911,035 of which \$111,872,820 was the value of vested annuities and \$61,038,215 the value of deferred annuities.

TABLE I.—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FISCAL YEARS

Fiscal Year Ending March 31	Individual Contracts and Certificates	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates	Net Receipts
		\$ cts.			\$ cts.
1909.....	66	50,391 31	1926.....	668	1,938,921 17
1910.....	566	434,490 89	1927.....	503	1,894,885 29
1911.....	1,069	393,441 40	1928.....	1,223	3,843,087 96
1912.....	1,032	441,600 60	1929.....	1,328	4,272,418 87
1913.....	373	417,135 50	1930.....	1,257	3,156,475 24
1914.....	318	390,886 72	1931.....	1,772	3,612,233 88
1915.....	264	314,765 29	1932.....	1,726	4,194,383 81
1916.....	325	441,696 09	1933.....	1,375	3,547,345 03
1917.....	285	432,272 40	1934.....	2,412	7,071,439 00
1918.....	187	332,792 01	1935.....	3,930	13,376,400 02
1919.....	147	322,154 23	1936.....	6,357	21,281,981 31
1920.....	204	408,718 78	1937.....	7,806	23,614,823 95
1921.....	195	531,800 45	1938.....	5,724	13,550,483 22
1922.....	277	748,159 73	1939.....	8,518	18,189,318 98
1923.....	339	1,028,353 07	1940.....	9,014	20,001,533 26
1924.....	409	1,458,818 92	1941.....	11,994	18,803,645 27
1925.....	486	1,606,822 03	1942.....	8,593	19,630,644 58
			Totals.....	80,742	191,734,320 26

TABLE II.—GOVERNMENT ANNUITIES FUND STATEMENT FOR YEAR ENDED MARCH 31, 1942

ASSETS

Balance at credit of fund, April 1, 1941.....	\$ 156,053,072 00
Receipts, 1941-42, less payments.....	16,240,981 42
Amount transferred to maintain reserve.....	616,981 58
Balance at credit of fund, March 31, 1942.....	<u>\$ 172,911,035 00</u>

LIABILITIES

Value of all outstanding annuities (see Table III).....	<u>\$ 172,911,035 00</u>
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RECEIPTS

Immediate annuities.....	7,043,299 33
Deferred annuities.....	12,640,570 99
Interest at 4% to March 31, 1942.....	6,373,931 62
Total.....	<u>\$ 26,057,801 94</u>

PAYMENTS

Vested annuities.....	\$ 9,390,199 33
Commuted values.....	54,976 32
Premiums returned with interest.....	318,419 13
Premiums returned without interest.....	53,225 74
Total.....	<u>9,816,820 52</u>
Receipts less payments 1941-42.....	<u>\$ 16,240,981 42</u>
	<u>\$ 26,057,801 94</u>

TABLE III.—VALUATION, MARCH 31, 1942, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE

Classification	Number of Contracts and Certificates	Amount of Annuity	Present Value of Annuities in Force
		\$	\$
Vested—			
Males.....	3,731	1,595,445	13,932,427
Females.....	7,433	2,562,240	26,460,592
Males guaranteed.....	3,631	1,728,417	19,675,837
Females guaranteed.....	6,442	2,451,386	32,083,265
Last survivor.....	2,113	881,188	11,597,865
Last survivor, guaranteed.....	1,196	549,479	8,122,834
Total vested.....	24,546	9,768,155	111,872,820
Deferred contracts and certificates.....	48,801		61,038,215
Totals.....	73,347		172,911,035

ANALYSIS OF VESTED ANNUITIES

The statistical tables given below were compiled from data regarding vested contracts (those under which annuity was being paid) in Table III, in effect on March 31, 1942, exclusive of last survivor contracts. In Table IV (a) the number of contracts analysed was 21,237. This number included those under which, the life having failed during the guarantee period, annuity certain was payable. From this table, which shows the distribution of contracts by amount of annuity, it may be found that 75.3 per cent of the annuities were for amounts under \$600, 15.2 per cent for \$600 to \$1,200, and 9.5 per cent for \$1,200 or over (those over \$1,200 having been issued prior to August 1931). In Table IV (b) the number analysed was 20,505 which included all contracts on existing single lives. The classification was by sex and age of annuitant and showed the largest age group to be 60-69 for each sex, the arithmetic average of attained ages under all contracts being 65.6 years.

TABLE IV.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1942

(a) BY AMOUNT OF ANNUITY

Amount of Annuity	Number of Contracts	p.c.	Cumulative p.c.
Less than \$300.....	11,022	51.9	51.9
\$300 and less than \$ 600.....	4,975	23.4	75.3
\$600 " 900.....	2,458	11.6	86.9
\$900 " 1,200.....	771	3.6	90.5
Exactly \$1,200.....	1,868	8.8	99.3
Over \$1,200.....	143	0.7	100.0
Totals.....	21,237	100.0	

(b) BY SEX AND AGE OF ANNUITANT

Age Attained	Male		Female		Total		
	Number of Contracts	p.c.	Number of Contracts	p.c.	Number of Contracts	p.c.	Cumulative p.c.
Less than 40.....	123	1.8	372	2.8	495	2.4	2.4
40-49.....	292	4.2	773	5.7	1,065	5.2	7.6
50-59.....	1,343	19.2	2,596	19.2	3,939	19.2	26.8
60-69.....	2,733	39.1	5,147	38.1	7,880	38.4	65.2
70-79.....	1,956	28.0	3,605	26.6	5,561	27.1	92.3
80-89.....	500	7.1	968	7.2	1,468	7.2	99.5
90 and over.....	44	0.6	53	0.4	97	0.5	100.0
Totals.....	6,991	100.0	13,514	100.0	20,505	100.0	

VI. EMPLOYMENT OFFICES CO-ORDINATION ACT

The Employment Service Branch continued to administer the Employment Offices Co-ordination Act (Chapter 57 of the Revised Statutes of Canada, 1927) during the period April 1 to July 31, 1941. From August 1, 1941, the Unemployment Insurance Commission administered a national system of employment offices in accordance with the provisions of the Unemployment Insurance Act, 1940.

Uniform agreements covering the period of four months were concluded with all of the provincial governments except that of Prince Edward Island and the sum of \$50,000 was distributed among those provinces in proportion to their expenditures on public employment office administration and operation, excluding expenditures on premises or equipment. The amount spent by the various provinces and the amounts paid to them by the Department of Labour are shown in the accompanying table. In addition, the Department furnished the provinces with the different forms used in the employment offices. A report of the Employment Service of Canada for the months of April, May and June, 1941, was published in the August, 1941, issue of the *Labour Gazette* (pages 995-997) and for July in the September issue (pages 1134-1138). Statistical information for the period April 1 to July 31, 1941, may also be found in the report of the Unemployment Insurance Commission for the fiscal year ending March 31, 1942.

FEDERAL SUBVENTIONS TO THE PROVINCES FOR EMPLOYMENT
SERVICE WORK FOR THE PERIOD APRIL 1-JULY 31, 1941

Province	Amount of Original Expenditures April 1, to July 31, 1941		Amount of Federal Subventions	
	\$	cts.	\$	cts.
Nova Scotia.....	8,880	24	2,192	58
New Brunswick.....	3,088	30	762	52
Quebec.....	59,045	30	14,578	64
Ontario.....	74,158	41	18,310	15
Manitoba.....	13,869	19	3,424	39
Saskatchewan.....	13,529	84	3,340	60
Alberta.....	9,993	05	2,467	34
British Columbia.....	19,941	92	4,923	78
Total for Canada.....	202,506	25	50,000	00

VII. TECHNICAL EDUCATION ACT

In 1919 the Dominion Parliament passed the Technical Education Act, authorizing a contribution of ten million dollars to the provinces, to be expended over a period of ten years for the purpose of assisting any form of vocational, technical or industrial education or instruction deemed necessary or desirable in promoting industry and the mechanical trades, or increasing the earning capacity, efficiency and productive power of those employed therein. The yearly grants to the provinces, sanctioned under the provisions of the Act, were determined by first setting aside the sum of ten thousand dollars for each province and then dividing the remainder in proportion to population.

In order that provinces which had not taken full advantage of their apportionments during the ten year period might be enabled to use the full amount to their credit the Act was extended from time to time, the last extension being for the period from March 31, 1939, to March 31, 1944, to enable the Province of Manitoba to use the amount available under its apportionment.

At the beginning of the fiscal year ending March 31, 1942, there was available to the Province of Manitoba the sum of \$226,149.61. During the fiscal year, Manitoba received \$40,727.15 in accordance with the provisions of the Act as extended, leaving a balance of \$185,422.46.

VIII. COMBINES INVESTIGATION ACT

The Combines Investigation Act, chapter 26, R.S.C., 1927, provides for the investigation of trade combinations, mergers, trusts and monopolies alleged to have operated to the detriment of the public through enhancing prices, fixing common prices, limiting competition or otherwise restraining trade.

Inquiries under the provisions of the Combines Investigation Act, conducted principally during the first half of the fiscal year under review, were made in close co-operation with the Wartime Prices and Trade Board, of which the Commissioner of the Combines Investigation Act has been a member since the formation of the Board on the outbreak of war. The adoption of The Maximum Prices Regulations effective on December 1, 1941, with appointment of co-ordinators and administrators under the Wartime Prices and Trade Board, and extension of widespread measures of direct control over practically all civilian industries and trades in Canada, has resulted in close governmental regulation of the conduct of practically all business in Canada. In view of the parallel purposes of the Combines Investigation Act and the Wartime Prices and Trade Regulations the Commissioner undertook the duties of Enforcement Administrator of the Wartime Prices and Trade Board on establishment of the price ceiling regulations of the Board in December, 1941.

Inquiries made during the year have related principally to industries and trades which had not yet been subjected to close regulation by the Wartime Prices and Trade Board or the Department of Munitions and Supply. Other cases which in the absence of wartime regulations would have been dealt with under the Combines Investigation Act have been dealt with by the appropriate wartime agency.

COMBINE OF SHIPPING CONTAINER MANUFACTURERS

Convictions of seventeen companies manufacturing shipping containers together with an incorporated trade association and one trade association officer, reported in the preceding annual report, were sustained in the Supreme Court of Canada in February, 1942, when the appeals of all appellants in the case of *The King v. Container Materials Limited et al.* were unanimously dismissed. The judgment was reported in part in the monthly *Labour Gazette*. The reasons for judgment dismissing the appeals, written by Sir Lyman P. Duff, Chief Justice of Canada, and by Honourable Mr. Justice Kerwin, represent the most important review by the courts in recent years concerning Canadian laws against undue restrictions of competition and monopolization of trade. An additional accused company associated with this alleged combine, a New Brunswick manufacturing company granted a new trial by the Ontario Court of Appeal in 1941 after being sentenced to pay a fine of \$5,000, was fined \$2,500 at Toronto in March, 1942.

COMBINE OF MANUFACTURERS OF SHIPPING CASE MATERIALS

Four manufacturers of shipping case materials and one trade association officer, charged at the same time as the members of the combine of shipping container manufacturers with similar offences against section 498 of the Criminal Code, pleaded guilty at Toronto in March, 1942, to offences of undue lessening or prevention of competition. Fines totalling \$17,000 were imposed. The

accused were H. J. Badden, Bathurst Power and Paper Company Limited, Brompton Pulp and Paper Company Limited, Gair Company Canada Limited and Hinde and Dauch Paper Company of Canada Limited.

PROSECUTIONS IN THE TOBACCO INDUSTRY

Thirty-six companies and individuals engaged in the tobacco business, including wholesalers and seven manufacturers, were convicted by a jury at Edmonton, in July, 1941, of offences of participation in a combination to fix and enhance prices of tobacco products and in operations of a merger, trust or monopoly substantially controlling tobacco distribution throughout Canada to the detriment of the public. Sentences imposed by Mr. Justice Shepherd of the Alberta Supreme Court totalled \$221,500 and ranged in individual amounts from \$25,000 to \$250. Appeals against conviction by thirty-five of these accused were allowed by four members of the Alberta Court of Appeal in February, 1942, on the ground that certain of the accused had been previously charged under section 498 of the Criminal Code and on other technical grounds of procedure at the trial. Reductions of some ten per cent in prices of leading brands of tobacco products, exclusive of tax changes, have been effective since institution of these proceedings.

IX. RELIEF LEGISLATION

Although Relief Legislation expired March 31, 1941, there were certain expenditures during the fiscal year ending March 31, 1942, under the Appropriation Act 1941-42 for commitments under Relief Settlement Agreements with the Provinces, for contributions to plans for Rehabilitation of Unemployed Higher Age Persons and for Relief Projects.

RELIEF SETTLEMENT

The Dominion continued to assist the Provinces of Quebec, Manitoba and Alberta in placing selected families who would otherwise be in receipt of direct relief on the land under the Relief Settlement Plan. Under the Unemployment and Agricultural Assistance Act 1940 further agreements effective to March 31, 1942, for the purpose of placing settlers, and providing for continuity of settlement with agreements which expired March 31, 1940 had been completed with these three Provinces. Dominion disbursements in the fiscal year 1941-42 under these agreements are shown in Table I.

The Relief Settlement Plan was inaugurated under the provisions of the Relief Act 1932 when agreements were entered into with all the provinces with the exception of Prince Edward Island. Table 2 shows by provinces the Dominion contributions under the Plan since its inception and the numbers approved for settlement to March 31, 1942. The abandonments and cancellations reported by the provinces are also shown together with the number of settlers still on the land classified by years of settlement.

REHABILITATION OF HIGHER-AGE UNEMPLOYED PERSONS

Agreements were entered into with the Provinces of Nova Scotia, New Brunswick, Manitoba, Saskatchewan and Alberta, providing for Dominion contribution of 50 p.c. of expenditures incurred by those provinces in re-training and rehabilitating necessitous unemployed persons between 25 and 50 years of age, inclusive. Maximum amounts which the Dominion would contribute were specified in the agreements. The projects initiated by these provinces and approved by the Dominion and the maximum Dominion contributions were as follows:

Approved Projects	Maximum Dominion Contribution \$
Nova Scotia—Training in Hardrock Mining.....	35,000
New Brunswick—Agricultural Training.....	10,000
Manitoba—Farm Chore Plan.....	37,500
Saskatchewan—Farm Chore Plan.....	25,000
Alberta—Farm Chore Plan.....	20,000
	<hr/> 127,500

Dominion disbursements during the fiscal year 1941-42 under these agreements are shown in Table 1.

RELIEF PROJECTS

Arrangements were continued with the provinces whereby the municipalities or in any district where no municipal organization existed, the province, would distribute assistance to dependents of persons interned or detained in Canada under Defence of Canada Regulations who were after investigation found to be in necessitous circumstances, the Dominion reimbursing the province and/or the municipality through the province 100 per cent for such expenditures as were incurred. Expenditures by the Dominion for this purpose were authorized by Order in Council P.C. 2195 of May 27, 1940 under the authority of the War Measures Act, the expenditures to be charged to War Measures appropriations. During the fiscal year 1941-42 the Dominion expenditures under these arrangements amounted to \$68,831.53.

An agreement entered into in 1940 with the Province of Quebec which provided for a Dominion contribution through the Province to expenditures incurred by the city of Quebec in constructing an intercepting sewer system undertaken for the alleviation of unemployment in that city was extended to March 31, 1942. The average number of men afforded employment on the project during 1941-42 was 662, the man-days worked amounted to 158,490. Dominion contributions are shown in Table 1.

Table 1 shows Dominion disbursements in the fiscal year 1941-42 on 1941-42 commitments and on previous years' commitments for the various relief undertakings to which the Dominion contributed.

Table 3 shows expenditures made for administration purposes in the fiscal year 1941-42. It might be pointed out that the Unemployment Relief Staff continued during 1941-42 to be responsible for accounting, statistical and stenographic work involved in the administration of Youth and War Emergency Training.

SUPERVISION AND AUDIT OF EXPENDITURES

Provincial claims during the fiscal year 1941-42 have been subject to an audit by a representative of the Comptroller of the Treasury, at provincial headquarters.

Progress has continued to be made during the past year in effecting adjustment of claims against the Provinces as computed by the Auditor General in respect to expenditures prior to 1937; correspondence being continuously carried on with this end in view. The Committee of Civil Servants set up by Treasury to examine objections raised by the Provinces on reports of the Auditor General and to make recommendations concerning same, has met during the past year and disposed of representations received from the Province of Quebec (city of Montreal) and province of Saskatchewan (city of Regina). In addition representations made by the Provinces of Prince Edward Island, Nova Scotia, Alberta, Manitoba and Saskatchewan on reports of the Auditor General are at the date of this report before the Committee for consideration.

Table 4 shows total by Provinces of all amounts specifically reported by the Auditor General as refundable, amount refunded or otherwise adjusted and the balances pending settlement as of March 31, 1942.

TABLE NO. 1.—DOMINION UNEMPLOYMENT RELIEF DISBURSEMENTS IN FISCAL YEAR 1941-42

Provinces etc.	On 1941-42 Commitments					On Previous Years Commitments							Grand total
	Relief Settlement	Rehabilitation of Higher-Age Persons	Quebec Sewer Project	Total	Relief Settlement	Earm Employment	Rehabilitation of Higher-Age Persons	Direct Relief	Work Projects	Quebec Sewer Projects	Other Relief Projects	Total	
Prince Edward Island.....	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
Nova Scotia.....		18,774 77		18,774 77					4,988 36			4,988 36	4,988 36
New Brunswick.....		3,606 28		3,606 28					2,900 48			2,900 48	21,675 25
Quebec.....	35,009 27		305,103 33	340,202 60	204,024 69			608,487 24	1,989 70	37,691 07		125 00	3,731 28
Ontario.....													857,792 70
Manitoba.....	963 44	11,415 77		12,379 21	17,267 93		47 35	36,852 18			541 02	37,440 55	37,440 55
Saskatchewan.....		128 62		128 62			3,487 02	106,989 89	357 76			128,102 60	140,481 81
Alberta.....	1,713 09	1,139 10		2,852 85	7,717 36	3 75		3,974 48	4,874 38			8,852 61	8,981 23
British Columbia.....						768 41	490 26	43,848 17	108 55			52,224 34	55,077 19
Sub-Total.....	37,686 40	35,064 60	305,103 33	377,944 33	229,609 98	772 16	4,149 63	972,398 83	15,279 23	37,691 07	541 02	1,260,441 92	1,638,386 25
Dept. of Pensions and National Health Administration.....											78 00	78 00	78 00
Unemployment Relief.....													
National (Relief) Registration.....												54,736 35	54,736 35
Grand Total.....	37,686 40	35,064 60	305,103 33	377,944 33	229,609 98	772 16	4,149 63	972,398 83	15,279 23	37,691 07	619 02	1,341,890 21	1,719,834 54

TABLE NO. 3.—EXPENDITURES FOR ADMINISTRATION

IN FISCAL YEAR 1941-42

	Unemploy- ment Relief	Relief Re- gistration	Total
	\$	\$	\$
Salaries.....	51,627 79	23,564 28	75,192 07
Travelling and living expenses.....	1,732 65		1,732 65
Printing and Stationery.....	1,035 21	256 95	1,292 16
Communication Services.....	295 89	35 31	331 20
Machine Rentals.....		2,587 50	2,587 50
Miscellaneous.....	44 81	189 90	234 71
Total.....	54,736 35	26,633 94	81,370 29

TABLE NO. 4

Province	Amounts Computed by the Auditor General as Refundable	Refunded	Otherwise Adjusted	Pending
	\$	\$	\$	\$
Prince Edward Island.....	55,861 20	7,112 84	21,279 94	27,468 42
Nova Scotia.....	146,162 55	19,497 43	28,768 51	97,896 61
New Brunswick.....	105,845 42	20,217 88	25,726 91	59,901 63
Quebec.....	1,247,606 74	213,265 90	148,438 16	885,902 68
Ontario.....	575,366 91	54,540 67	141,713 37	379,112 87
Manitoba.....	584,141 27	69,106 58	304,056 68	210,978 01
Saskatchewan.....	1,340,563 15	593,842 75	75,307 89	(a) 4,587 49
Alberta.....	242,502 47	59,978 59	141,972 15	40,551 73
British Columbia.....	2,071,297 85	38,657 11		2,032,640 74
Total.....	6,369,347 56	1,076,219 75	1,563,262 61	3,729,865 20

(a) Amount held in suspense for application to claims, the amounts of which are to be computed by the Province.

X. TRAINING PROGRAMME 1941-1942

YOUTH TRAINING

In accordance with a provision of Youth Training Act, 1939, the report of the Dominion Supervisor of Training setting forth statements of expenditures and obligations contracted during the fiscal year ending March 31, 1942, together with other detail concerning the administration of the Act was duly published. The report also deals with the administration of the Dominion-Provincial War Emergency Programme which was carried on under the Agreements entered into pursuant to the Youth Training Act, but with funds from the War Appropriation.

The Training Programme continued throughout the year to be of vital importance in relation to the requirements of war industries and of the armed services. During the year 19,783 persons were enrolled in classes under the Dominion-Provincial Youth Training Programme and 73,766 persons received training in vocational schools under the Dominion-Provincial War Emergency Training Programme. Of the latter, 36,530 were enrolled in Pre-Employment classes, 3,924 in part-time (evening) classes for persons employed in war industries, 14,874 in R.C.A.F. pre-enlistment classes and a combined total of 18,438 in classes for members of the Army and Navy.

From reports received it is estimated that approximately 100,000 persons received direct training in war plants. Regulations were added to the agreement schedules, covering the War Emergency Training Programme, providing that assistance might be granted where special plant schools were approved by the Dominion Supervisor of Training.

In the interest of economy, the report is not reproduced here.

XI. INTERNATIONAL LABOUR ORGANIZATION

Canada has been a member of the International Labour Organization since it was created by the Treaties of Peace in 1919 as a branch of the League of Nations to improve labour conditions and promote social justice in all the countries of the world by international action. The Organization is a tri-partite body representing the governments, employers and workers, of 52 countries. The Organization consists of three parts: (1) The International Labour Conference, which might be called the legislature of the Organization; (2) the International Labour Office or permanent secretariat; (3) the Governing Body, which is the executive council of the Organization.

The International Labour Conference is made up of two government representatives and one employers' and one workers' representative from each member country. The Conference adopts minimum standards for labour legislation in the form of Draft Conventions to be ratified by member States or Recommendations to guide their legislative action. A total of 67 Conventions and 66 Recommendations have been adopted to date and there were 882 ratifications by more than 50 countries up to the end of March, 1942. The Conventions deal with such subjects as hours of work, holidays with pay, the protection of women and children, prevention and compensation of industrial accidents, seamen's welfare, colonial labour problems, insurance against unemployment, sickness, old age and death, etc.

The International Labour Office collects and distributes information on labour and social questions. In August, 1940, when war conditions made it impossible for it to continue to function in Geneva, it was transferred to Montreal on the invitation of the Canadian Government. From premises provided by McGill University it has continued with a much reduced staff to conduct research and publish reports on various labour matters. Correspondents or branch offices are maintained in several countries.

The Governing Body of the International Labour Office controls the activities of the Office, prepares agenda for each Conference, decides on measures to give effect to the Conference's resolutions and in general, acts as the executive council of the Organization. Since 1934, when its membership was raised from 24 to 32, the Governing Body has been made up of 16 government members, eight representatives of employers and eight of workers. Six of the government members and two each of the employers' and workers' representatives must belong to non-European States. The eight States of chief industrial importance, Great Britain, U.S.A., France, India, Japan, Canada, Belgium and the Netherlands nominate one government member each. Japan's seat has been vacant since it withdrew from the Organization in 1940. The remaining eight government members are appointed by eight other States selected for this purpose every three years by all the government delegates to the Conference except those of the eight States "of chief industrial importance". The employers' and workers' representatives are elected triennially by the employers' and workers' delegates to the Conference. The term of office of the present Governing Body should have expired in 1940 but no regular session of the International Labour Conference has been held since then to elect a new Governing Body.

During the war the Governing Body has been unable to meet quarterly as before, but the Emergency Committee set up at its eighty-sixth session in February, 1939, has acted in its stead. The first wartime meeting of the Governing Body was held at Geneva in February, 1940.

During the fiscal year, April 1, 1941 to March 31, 1942, there was one session of the International Labour Conference, one of the Governing Body and a series of Canadian-American conferences on wartime labour problems. Of particular interest to Canada was a series of articles in the International Labour Review on "The War and Merchant Seamen," Part III of which dealt with Canada's measures for seamen's welfare. Four members of the staff of the International Labour Office attended the fourth annual Conference of the Canadian Association of Administrators of Labour Legislation, May 5-7, 1941, at Ottawa. Mr. E. J. Phelan, Acting Director, addressed the dinner meeting on "The International Labour Organization in Wartime" and Mr. David Vaage, Chief of the Safety Section of the Office, spoke at the session on accident prevention. Mr. E. J. Riches, Assistant Economic Adviser and Mr. P. Waelbroeck, Chief of the Labour Conditions, Employment and Migration Section, also attended the Conference.

INTERNATIONAL LABOUR CONFERENCE

The International Labour Conference, which usually met once a year at Geneva before the war, held its first wartime session from October 27 to November 6, 1941, at New York and Washington. The meeting took the form of an extraordinary or special Conference rather than a regular session of the International Labour Conference with constitutional power to adopt Draft Conventions and Recommendations. Thirty-four countries were represented, 22 with complete delegations. Miss Frances Perkins, United States Secretary of Labour, was elected President of the Conference.

On the agenda were two main topics: the International Labour Organization and reconstruction, and methods of collaboration between public authorities, workers' and employers' organizations. Fifty resolutions were passed by the Conference including one urging the development of plans for a post-war reconstruction programme based on principles of social and economic justice, a second endorsing the principles of the Atlantic Charter, and a third stressing the importance of collaboration between governments, employers and workers and the necessity of freedom of association for workers and employers. Another resolution sponsored by The Canadian Workers' delegate, Mr. Tom Moore, urged planning for the re-employment of workers discharged from war industry at the end of the war. The Conference was concluded with an address by President Roosevelt at the White House.

The Canadian delegation to the Conference consisted of the following:

Government Delegates: Honourable Norman A. McLarty, Minister of Labour; Honourable Leighton McCarthy, Minister for Canada at Washington.

Alternates: Honourable Peter Heenan, Minister of Labour for Ontario; Honourable Edgar Rochette, Minister of Labour for Quebec; Bryce M. Stewart, Deputy Minister of Labour for Canada.

Technical Advisers: A. R. Mosher, President of the Canadian Congress of Labour; Alfred Charpentier, President of the Confederation of Catholic Workers of Canada; Alfred Rive, First Secretary, Department of External Affairs.

Employers' Delegate: W. C. Coulter, President of the Coulter-Copper and Brass Company, Ltd., Toronto, Past President and Chairman of the Industrial Relations Committee, Canadian Manufacturers' Association.

Technical Advisers: A. R. Goldie, Vice-Chairman, Babcock-Wilcox and Goldie-McCulloch, Limited, Galt, Ontario; H. W. Macdonnell, Secretary, Industrial Relations Committee, Canadian Manufacturers' Association.

Workers' Delegate: Tom Moore, President of the Trades and Labour Congress of Canada.

Technical Advisers: Arthur D'Aoust, Secretary-Treasurer of the Trades and Labour Congress of Canada; John W. Bruce, Canadian Organizer of the United Association of Plumbers and Steamfitters of the United States and Canada.

Observers: Louis Fine, Conciliation Officer, Department of Labour for Ontario; J. O'Connell-Maher, Director of Services, Department of Labour for Quebec.

Secretary of Delegation: W. J. Couper, Special Assistant, Department of Labour for Canada.

The Canadian delegates served on a number of committees of the Conference.

MEETING OF GOVERNING BODY

The Governing Body held its second wartime meeting between October 25 and November 5, 1941, at New York. Canada was represented by Dr. Bryce M. Stewart, Deputy Minister of Labour, who had succeeded Mr. H. Hume Wrong in May, 1941, as Canadian Government representative on the Governing Body; Mr. Alfred Rive, First Secretary, Department of External Affairs, is substitute member. Representing Canadian employers and workers, respectively, were Mr. H. W. Macdonnell, Secretary of the Industrial Relations Committee, Canadian Manufacturers' Association and Mr. Tom Moore, President of the Trades and Labour Congress of Canada.

The New York meeting, which was the ninetieth session of the Governing Body, abolished the original Emergency Committee provided for in February, 1939, and appointed a larger one to act for the duration of the war. It is composed of six, instead of four, government members and three, instead of two, representatives each from the employers' and workers' groups. Canada was not represented on the first Emergency Committee but her representative on the Governing Body, Dr. Bryce M. Stewart, became a government member of the new Committee and Mr. Tom Moore was named a substitute member for the workers' group. The membership of the new Emergency Committee was selected in such a way that it would be possible for a quorum to meet on either side of the Atlantic.

The Governing Body, at the New York session, endorsed the establishment of the Inter-American Committee on Social Security, expressed its appreciation of the measures taken by the Canadian Government and McGill University to make possible the continued operation of the International Labour Office and the maintenance of its international status; and confirmed Mr. E. J. Phelan in his position as Acting Director of the Office. It also authorized the Acting Director to prepare plans for implementing the resolution of the International Labour Conference on post-war reconstruction. These plans were considered on April 23, 1942, at a meeting in London of the Emergency Committee which approved plans to finance research on problems of post-war reconstruction and to co-ordinate the activities of the International Labour Office with those of other agencies studying such questions, decided to set up an international advisory committee on the subject and authorized the making of special studies on public works policy, migration, agriculture and the textile industry. Canada was represented by Mr. Vincent Massey, Canadian High Commissioner in London as Dr. Stewart was unable to attend.

CANADIAN-AMERICAN CONFERENCES

A series of Canadian-American conferences on labour problems connected with the war was sponsored by the International Labour Organization, and the International Labour Office prepared studies as a basis for discussion at these

conferences. The first two, held in Montreal early in 1941, considered the question of labour supply for essential industries and the third, on September 13, 1941, at Montreal, discussed labour conditions in defence contracts. The fourth, meeting at New York on February 28, 1942, and the fifth, in Montreal on March 28, considered the problem of man-power. At all these conferences the Canadian participants were headed by Dr. Bryce M. Stewart, Deputy Minister of Labour, and included representatives of employers and workers. The present chairman of the Governing Body, Mr. Carter Goodrich, representing the United States of America, presided at these meetings.

CANADIAN ACTION ON PROPOSALS OF INTERNATIONAL LABOUR CONFERENCE

Ratification of the Draft Conventions and adoption of the Recommendations of the International Labour Conference is complicated in Canada by the division of legislative power between the Dominion and the provinces. Of the Draft Conventions the subject matter of which falls completely within federal jurisdiction, nine have been ratified by Canada up to the present. They deal with the minimum age for the admission of children to employment at sea; unemployment indemnity in case of loss or foundering of the ship; the minimum age for the admission of young persons to employment as trimmers or stokers; compulsory medical examination of children and young persons employed at sea; seamen's articles of agreement; the marking of the weight on heavy packages transported by vessels; limitation of hours of work in industry; weekly rest in industry; and the creation of minimum wage-fixing machinery. Legislation to implement the first six of these was embodied in the Canada Shipping Act which became effective in 1936. The minimum-age-at-sea convention has since been revised to raise the age from 14 to 15. Effect has been given to the provisions of the convention for the protection of workers loading and unloading ships in the Canada Shipping Act and regulations issued under it and it is likely to be ratified shortly. Statutes to give effect to the hours of work, weekly rest and minimum wage conventions were enacted by the Dominion Parliament in 1935 but were subsequently declared *ultra vires* of the Parliament of Canada. In addition, the Recommendation concerning the communication to the International Labour Office of statistics and other information regarding emigration, immigration and the repatriation and transit of immigrants has been adopted by the Dominion.

None of the Draft Conventions whose subject matter falls within provincial jurisdiction has been ratified, as in these cases ratification can be effected by the Dominion only when all provinces have adopted legislation carrying out the terms of the Convention.

XII. LABOUR SUPPLY

The National Labour Supply Council which was established by Order in Council P.C. 2686 on June 19, 1940, to advise on matters related to labour supply for industry was abolished by Order in Council P.C. 1426 of February 24, 1942.

The Inter-departmental Committee on Labour Co-ordination which was established, on the recommendation of the National Labour Supply Council, by Order in Council P.C. 5922, October 25, 1940, to co-ordinate the work of all Government agencies with respect to matters affecting labour was enlarged on the advent of National Selective Service and the development of the man-power programme. Representatives from the following Departments and Boards constitute the Committee: Labour, Munitions and Supply, National Defence—(Army, Air Services and Naval Services), Agriculture, Finance, Pensions and National Health, the Wartime Prices and Trade Board and the National War Labour Board. The representatives of the workers and employers on the executive committee of the National War Labour Board are members of the Committee.

The Inter-departmental Committee on Labour Co-ordination and the National War Labour Board together with such other members as the Minister of Labour may designate, with the Minister of Labour as Chairman, constitute the National Selective Service Advisory Board which formulates recommendations on man-power policy to the Man-power Committee of the Cabinet, of which the Minister of Labour is Chairman, for approval and clearance on necessary action.

Order in Council P.C. 2254 of March 21, 1942, provided for the appointment of a Director and an Associate Director of National Selective Service and on March 23, 1942, Mr. E. M. Little was appointed Director and Mr. Paul Goulet, Associate Director. P.C. 2250* of March 21, which dealt with the restriction of entry of certain classes of male workers into a comprehensive schedule of occupations and P.C. 2251†, March 21, stabilizing employment in agriculture were initial steps in the programme of National Selective Service and these two Orders were administered in co-operation with the field offices of the Unemployment Insurance Commission.

MANPOWER RECORDS

Pursuant to the provisions of P.C. 1445 of March 2, 1942, which authorized and directed the Minister of Labour to establish and maintain an inventory of employable persons, there has been set up in the Department of Labour a Man-power Records Branch which will be charged with the duty of supplying for the purposes of National Selective Service such information as may from time to time be necessary.

The distribution of Unemployment Insurance books by the Unemployment Insurance Commission at the beginning of the fiscal year, i.e., April 1, 1942, provided an opportunity to obtain full information from those employers coming within the ambit of the Unemployment Insurance Commission's operations, a complete registration of those, whether insured or uninsured, working for some 160,000 employers in Canada. Arrangements have been made whereby advantage is being taken of the facilities of the Dominion Bureau of Statistics, supplemented by additional staff and equipment, to tabulate this information.

* Revoked by P.C. 5038, June 12, 1942.

† Revoked by P.C. 7595, Aug. 26, 1942.

With the object of correlating the inventory of employable persons with the information already secured as the result of the National Registration of August, 1940, the transfer of National Registration functions and records to the Department of Labour was authorized by P.C. 2253 of March 21, 1942.

OCCUPATIONAL SURVEY (ARMED FORCES)

An integral part of the manpower records is the occupational history survey of the armed forces carried out for the purpose of securing guidance in the formulation of plans for re-establishing members of the armed forces in civilian life after discharge. Effectively to attain this objective it has been considered necessary to ascertain from each enlisted person data concerning his or her education, training, and employment condition prior to enlistment, as also his or her post-war plans and preferences. Discharges and casualties are reported periodically by each branch of the armed forces so that the survey may be kept up to date.

TRAINING OF PERSONNEL MANAGERS

By Order in Council P.C. 26/1840, dated March 10, 1942, provision was made for co-operation with universities to facilitate the training of suitably qualified persons in the fundamental principles and practice of personnel management.

THE WARTIME BUREAU OF TECHNICAL PERSONNEL

Because of a growing shortage of chemists, engineers and other technically trained personnel the Wartime Bureau of Technical Personnel was established under authority of Order in Council P.C. 780 dated February 12, 1941, in co-operation with the Engineering Institute of Canada, the Canadian Institute of Mining and Metallurgy and the Canadian Institute of Chemistry, to organize the effective placement of such personnel in war industries and to co-operate with the Civil Service Commission in arranging for their placement in Government Service. Mr. E. M. Little was named Director of the Bureau which was guided by an Advisory Board consisting of representatives of the Institutes named above, the Canadian Manufacturers' Association, Canadian universities and provincial professional associations.

The Bureau circulated inquiries to industrial organizations and Government departments about their needs for additional technical personnel and, starting with the records of those who had registered as engineers, architects or chemists at the time of the National Registration, conducted a registration of such personnel and eventually extended the registration to include all graduates in pure science. The records so obtained have been classified and cross-indexed and, when requests are received from prospective employers, the names of persons with appropriate qualifications are referred for consideration.

The work of the Bureau was greatly facilitated by Order in Council P.C. 638 of March 4, 1942, which provided that scientific and technical personnel could not be employed otherwise than through or with the approval of the Bureau on behalf of the Minister of Labour, made notice to the Bureau compulsory if the employment of such person was terminated, and provided that at the request of the Minister any employer would be required to release any such person if he were willing to accept more essential employment and gave to such persons who accepted more essential employment at the request of the Minister the same reinstatement privileges as are extended to the members of His Majesty's Forces.

In the early months of the Bureau's work considerable time was devoted to the extension to the mining, public utility, petroleum and textile industries of the plan developed by the pulp and paper industry for plant training, the lending of skilled workers to war industries, the development of sub-contracting and assistance in training for the maintenance of military equipment.

Close liaison was maintained with the three branches of the Armed Services in regard to meeting their needs for technical officers.

Close co-operation was established with the Canadian universities, in the consideration of such problems as the granting of financial aid to suitable students in need of such assistance, the promotion of summer employment of undergraduates in work which would contribute to their professional advancement, and the manner in which members of graduating classes could be most usefully employed either in the Armed Forces or in essential war industries. The universities co-operated also in the registration of all new technical graduates.

The major operations of the Bureau are summed up in the following statistics:

Number of orders received.....	1,300
Names referred to employers.....	3,150
Verified placements.....	602
Personal interviews.....	2,457
Questionnaires sent out.....	48,805
Questionnaires returned.....	28,472
Returned by Technical Personnel.....	19,200
Returned by Non-Technical Personnel.....	9,272

The Bureau's appropriation for the year was \$41,000.00 and its expenditures were as follows:

Salaries.....	\$23,890 61
Sundries.....	147 34
Printing and stationery.....	2,801 94
Telephone and telegraphs.....	685 14
Travelling.....	12,832 93
Advertising.....	140 02
	<hr/>
	\$40,497 98

XIII. BRITISH COLUMBIA SECURITY COMMISSION

Provision for the establishment of the British Columbia Security Commission was made by Order in Council P.C. 1665, March 4, 1942, and the members of the Commission and of the Advisory Board were appointed by Order in Council P.C. 1666 on the same date.

The primary duty of the Commission was to evacuate all persons of the Japanese race from certain strategic areas of British Columbia which had been declared "protected" by Order in Council P.C. 365 of January 16, 1942.

A report covering the period March 4, 1942, to October 31, 1942, has been published by the Commission.



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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1943

114242



OTTAWA
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OTTAWA
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PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1944

*To His Excellency Major-General the Right Honourable the Earl of Athlone,
K.G., P.C., G.C.B., G.M.M.G., G.C.V.O., D.S.O., A.D.C., Governor General
and Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1943, all of which is respectfully submitted.

HUMPHREY MITCHELL,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1943

TO THE HONOURABLE HUMPHREY MITCHELL,
MINISTER OF LABOUR.

SIR,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ending March 31, 1943.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR MACNAMARA,
Deputy Minister of Labour.

November 15, 1943.

I. STAFF CHANGES

DEPUTY MINISTER AND ASSISTANT DEPUTY MINISTER

The retirement, on superannuation, of Mr. Gerald H. Brown from the position of Assistant Deputy Minister of Labour, effective July 31, 1942, marked the official termination of a career spent in the service of the Department of Labour covering a period of thirty-three years.

Following Mr. Brown's retirement, Mr. Vincent C. MacDonald, B.A., LL.B., K.C., Dean of the Law School of Dalhousie University, was appointed Assistant Deputy Minister of Labour.

In December, 1942, Dr. Bryce M. Stewart, who had been appointed Deputy Minister of Labour in November, 1940, resigned from that position in order to return to the position of Director of Research, Industrial Relations Counsellors, Limited, New York and Mr. Arthur MacNamara, formerly Associate Deputy Minister of Labour, was appointed Deputy Minister of Labour, effective January 1, 1943.

II. FUNCTIONS OF THE DEPARTMENT

During the fiscal year the Department administered the following statutes: Labour Department Act; Conciliation and Labour Act; Industrial Disputes Investigation Act; Government Annuities Act; Technical Education Act; Vocational Training Co-ordination Act; Combines Investigation Act; Reinstatement in Civil Employment Act.

The *Labour Gazette*, which is the monthly publication of the Department, contains a review of the labour-industrial situation throughout Canada. The Information Division prepares and issues press releases on the policy and activities of the Department and controls publication of official announcements of the Department. The Research and Statistics Branch collects information and compiles statistics on prices, cost of living, strikes and lock-outs, industrial accidents, industrial agreements, manpower and employment. It also issues reports on labour organization and conducts investigational and research work. The Department also publishes an annual report on labour legislation and maintains helpful relations with the International Labour Office. The library continues to render useful service to the Department and to the general public.

Wartime conditions extended the responsibilities and activities of the Department. National Selective Service administers the National Selective Service Civilian Regulations and the National Selective Service Mobilization Regulations. With the approval of the Unemployment Insurance Commission, Order in Council P.C. 7994 of September 4, 1942, empowered the Minister of Labour to utilize for administrative purposes the facilities of the Unemployment Insurance Commission to carry into effect National Selective Service Civilian Regulations. The Regional and Local Offices of the Unemployment Insurance Commission, thus transferred temporarily to the Department, are known as the Employment Service and Unemployment Insurance Branch. In addition to administration of Selective Service Regulations, the Department is responsible for the administration of a number of Orders in Council dealing with special aspects and problems in the field of labour supply and Selective Service.

The Wartime Bureau of Technical Personnel organizes the placement of scientific and technical engineering personnel for war industries and the government service.

The wartime wages policy of the government as set forth in Order in Council P.C. 5963 as amended, including the administration of the Fair Wages and Hours of Labour Act, and Order in Council P.C. 7679 governing the application of minimum rates of pay to all employees of government contractors, is administered by the National War Labour Board.

III. LABOUR SUPPLY AND SELECTIVE SERVICE

Prior to the beginning of the fiscal year 1942-43, the foundation for the mobilization and distribution of Canada's manpower had been laid and progressive steps taken in the formulation of policy and the establishment of administrative controls. In the summer of 1940 a National Registration was conducted, Compulsory Military Training was introduced and a special wartime training program was developed out of the existing youth training program. The National Labour Supply Council was established in June 1940 to advise on matters relating to labour supply for industry. On the recommendation of the National Labour Supply Council, the Inter-departmental Committee on Labour Co-ordination was established in October 1940 to co-ordinate the work of all government agencies with respect to matters affecting labour supply. In November 1940 employers were prohibited from soliciting the services of skilled workers already engaged in war industries. In February 1941 the Wartime Bureau of Technical Personnel was established and in August 1941 provision was made to assist workers in defraying expenses incurred in moving from one locality to another according to the labour needs of war industries. The National Labour Supply Council was discontinued in February 1942. When the initial framework of National Selective Service was set up towards the close of the fiscal year 1941-42, the Inter-departmental Committee on Labour Co-ordination was enlarged and this Committee along with the National War Labour Board and such other members as were designated by the Minister of Labour constituted the National Selective Service Advisory Board. The Board formulated recommendations on manpower policy which were referred to the Manpower Committee of the Cabinet, with the Minister of Labour as Chairman, for approval and clearance for necessary action.

Important developments in Selective Service were marked by several Orders in Council which were passed in March, 1942. A Director and an Associate Director of National Selective Service were appointed. A list of restricted occupations was drawn up which no physically fit man of military age could enter without permission, persons wholly or mainly engaged in agriculture were prohibited from entering other employment and steps were taken to facilitate the transfer of persons with technical training to war jobs. The two Orders in Council of March 21, 1942, dealing with restricted occupations and the stabilization of employment in agriculture respectively were administered through the field offices of the Unemployment Insurance Commission. With the object of centralizing all manpower records, the functions and records of National Registration were transferred to the Department of Labour. Provision was also made for co-operation with universities to facilitate the training of suitably qualified persons in the fundamental principles and practice of personnel management.

Within the year measures dealing with Manpower and Selective Service became increasingly comprehensive. The program was applied to the whole labour force, actual and potential, being designed to secure its most effective distribution both within industry and between industry and the Armed Forces.

The Selective Service program for the fiscal year under review is embodied mainly in two sets of regulations, the National Selective Service Civilian and the National Selective Service Mobilization Regulations. From the first of the fiscal year until early in June, Selective Service offices administered:

- (1) Order in Council P.C. 2250 of March 21, 1942 which provided that physically fit males of specified ages could not enter occupations designated as restricted without the written permission of a Selective Service officer;
- (2) Order in Council P.C. 2251 of March 21, 1942 which provided that persons wholly or mainly engaged in agriculture could not enter into employment outside of agriculture, except Active Service, Compulsory Military Training or seasonal employment in specified primary industries, without written permission of a Selective Service officer.

Order in Council P.C. 5038 of June 12, 1942, (Control of Employment Regulations), revoked Order in Council P.C. 2250, and provided that, except in agriculture and certain other specified employments, no employer should take any person into employment except through the local employment offices of the Unemployment Insurance Commission. The National Selective Service Regulations, embodied in Order in Council P.C. 7595 of August 26, 1942 repealed Order in Council P.C. 5038 and Order in Council P.C. 2251. These Regulations consolidated and added to the Control of Employment Regulations and the Orders in Council relating to labour enticement, travelling expenses of transferred workers and employment in agriculture. The Regulations included control, by the permit system, of seeking or entering employment in most lines of industry, required seven days' notice of separation from employment, placed restrictions on employment advertising and made acceptance of employment compulsory in some instances.

The Regulations provided for the establishing of a labour priority schedule indicating the priorities according to which, so far as feasible, the demands for labour by industries, firms, or establishments should be filled or permitted to be filled. This assessment of the relative importance of all labour requirements combined with the compulsory use, with a few exceptions, of employment offices by employers and workers, facilitated the allotment and transference of the available labour supply.

The Regulations were supplemented by the Labour Exit Permit Order, Order in Council P.C. 9011 of October 1, 1942 and by the University Science Students Regulations, Order in Council P.C. 9566 of November 26, 1942.

The National Selective Service Civilian Regulations under Order in Council P.C. 246, of January 19, 1943, consolidated, with some amendments, the following previously existing regulations:

- (a) National Selective Service Regulations, 1942.
- (b) Regulations affecting technical personnel.
- (c) Regulations affecting university science students.
- (d) Labour exit permit requirements.

The Regulations affecting technical personnel, university science students and labour exit permits, except for their incorporation into the general civilian regulations, remained unchanged in principle. The more important changes contained in the revision involved the former National Selective Service Regulations 1942, contained in Order in Council P.C. 7595 of August 26, 1942. The essential principles of the Regulations as in force from September 1, 1942 continued to be effective.

The outstanding changes incorporated in the new regulations are:—

To prevent hoarding, employers must notify the employment service of any surplus workers in their employ; persons between 16 and 65 years of age, other than full time students, housewives and clergy must register for work if not gainfully occupied for seven consecutive days; persons in age groups subject to

military call-up may be compulsorily required to accept alternative employment if remaining in civilian life; employed persons may be authorized to leave present employment on seven days' notice to accept more important work; persons normally employed in agriculture may now accept employment without permit in another industry, only to a total of 60 days in a year, and then only outside towns and cities with more than 5,000 population; causes for waiving the seven days' notice before separation from employment are clarified and enumerated; (persons joining the Armed Forces voluntarily do not have to give seven days' notice; building construction workers are exempt from the seven days' notice requirements); the Minister of Labour may request that persons failing to furnish evidence to their employer that they have not contravened military call-up regulations, may be dismissed from employment; similarly, those seeking work and failing to furnish evidence on this point may be refused permits to work, on instructions of the Minister.

The new regulations are restricted to persons 16 to 65 years of age. Practical nurses and workers in fish processing plants are added to classes exempt from the regulations.

The earlier Orders in Council, consolidated into the revision, were repealed by Order in Council P.C. 246 and the Sections dealing with administration were combined for all regulations, the Minister of Labour through his representatives, the Director of National Selective Service, Associate Directors, officers and other staff, being responsible for the administration of the regulations.

The arrangements for appeals against Selective Service Rulings as provided by Order in Council P.C. 7595 of August 26, 1942, were altered by Order in Council, P.C. 246, which provided for appeals to Courts of Referees under the Unemployment Insurance Act.

The text of Order in Council P.C. 246 of January 19, 1943 was published in the *Labour Gazette*, January issue, 1943, pp. 19-31.

Order in Council P.C. 1788, March 5, 1943 amended Order in Council P.C. 246 by reconstituting the National Selective Service Advisory Board and revoked the Order in Council which had established the Inter-departmental Committee on Labour Co-ordination.

Order in Council P.C. 1139, February 12, 1943, has a definite bearing on the channelling of employment through Employment and Selective Service Offices. This Order provides a penalty for any person, except as designated, who directly or indirectly solicits or collects any fee or other compensation from any other person for procuring for him, offering to procure or assisting him in procuring employment.

In addition to National Selective Service Civilian Regulations, some special measures were adopted to deal with particular problems or classes of labour. Efforts were made to speed up ship-loading operations, especially at Halifax. Order in Council P.C. 3511, April 30, 1942 put into effect a special plan drawn up by the Minister of Labour. This Order reproduced certain provisions of earlier Orders, and in addition provided that the activities of all agencies concerned with shiploading at Halifax be co-ordinated by a Controller of Loading Operations and that all longshoremen must be hired in gangs through a despatching agency.

During the autumn and winter months of the year under review a considerable number of workers were transferred to employment in bush operations. In view of the serious shortage of coal mine workers special efforts were made to locate ex-coal miners and to transfer them to employment in coal mining.

Owing to labour shortages in base metals and steel, men were transferred on a voluntary basis from gold mining, and women were recruited to work in the International Nickel Company at Sudbury and at Port Colborne, and at the Algoma Steel Company at Sault Ste. Marie. The employment of women by these firms required authorization by Order in Council under the War Measures Act, as the Ontario Mining Act does not permit the employment of women in or about mines (including smelters, mills, etc.,) except in a technical, clerical or domestic capacity.

Owing to the shortage of farm labour, steps were taken to move additional workers to farms. In May 1942 a new agreement was entered into with the Province of Ontario, similar to that of May 1941 by which the Dominion Government undertook to assist the Province of Ontario on an equal contribution basis with the object of moving additional workers to farms. In 1942 similar agreements were concluded with several other provinces.

Labour shortages of farm workers in western Canada, especially in Saskatchewan and Alberta, in the autumn of 1942 were alleviated by the emergency assistance provided by the Department of Labour in organizing chiefly student help in eastern Canada. Approximately 5,000 persons, chiefly non-science university students, travelled to western harvest fields on short notice and despite the inexperience of some of the university students and the handicap of bad weather conditions prevented the loss of a substantial part of the abnormally heavy harvest. The Department of Labour bore most of the cost.

Several measures were passed relating to the Japanese, and while basically these were security measures, they also included provisions which were designed to obtain the most effective use of Japanese labour in relieving shortages of farm labour supply and in fuel and timber operations. Special arrangements were also made providing transportation expenses and supplementary living allowances to workers engaged in certain defence and other projects which were of particular urgency.

Following the resignation of Mr. Elliott M. Little as Director of National Selective Service, Mr. Arthur MacNamara, then Associate Deputy Minister of Labour, was appointed on November 19, 1942 Director of National Selective Service. Following the resignation of Dr. Bryce M. Stewart, Deputy Minister of Labour, in December, 1942, Mr. Arthur MacNamara, then Associate Deputy Minister of Labour, was appointed Vice-Chairman of the National War Labour Board and Chairman of the Inter-departmental Committee on Labour Co-ordination. This Committee included a representative from each of the Government departments concerned with Canada's war effort, and, together with the National War Labour Board, formed the Advisory Committee for National Selective Service.

Included in the functions of National Selective Service is the formulation of policy and establishing of procedure to assist in meeting labour shortages and to assure the equitable distribution of workers. This involves co-operation with other departments of the Government in connection with certain phases of labour supply and transfer such as labour priorities, the curtailment of less essential industries, the replacement of men by women and the more complete utilization of the skill of workers already employed.

During the fiscal year, Canadian women continued to play an increasingly important part in the country's war effort by enlisting in the Armed Forces, by replacing men in the lighter civilian industries, thus releasing men for the Active Forces or for work in essential war industries, and also by participating in employment in war industries. One outstanding feature of the year in connection with the Training Program was the very marked increase in the number of women who were given training for a wide variety of occupations and who,

after a little preliminary training, proved themselves as adaptable and efficient as men. During the year, apart from student aid schedules, classes for the Armed Forces and foremanship training classes, 7,588 women received training under the Youth Training Program and 24,597 women received industrial training in vocational schools or within industry. The rapid influx of women into industrial establishments, many of which had little or no experience in the employment of women, created certain welfare problems. In September, 1942, a Welfare and Related Services Division was set up by National Selective Service for the purpose of studying these problems and of making recommendations for necessary action. As matters concerning hours and conditions of work in factories normally fall within the jurisdiction of the provincial governments, Dominion and provincial government representatives held many conferences concerning wartime industrial developments and the safeguards required to protect women war workers. It has been necessary to insist on certain facilities being installed in all industries where women are employed and commendable arrangements have been made by employers in general. Welfare officers on the staff of National Selective Service visit war industries to investigate and advise. The establishment of welfare departments with trained persons in charge in all large industries is encouraged, and in co-operation with National Selective Service, courses for welfare officers are provided through the War Emergency Training Branch of the Department of Labour. Due attention is given to matters concerning nutrition and health. The Welfare Division gives detailed attention to recruitment of women workers and to the necessary safeguards connected with their transfer from their home localities to war industries in other areas of the country.

Co-operative action by the Dominion and the provinces was also taken for the provision of day nurseries and recreation centres for the children of married women employed in war industries.

Order in Council P.C. 6242 of July 20, 1942 authorized the Minister of Labour on behalf of the Dominion Government to enter into an agreement with any province for the provision of day nurseries, creches and recreation centres for children. The scheme is administered by the appropriate provincial Minister. All facilities provided are primarily for the children of mothers in "war industries" which include essential industries contributory to the war effort.

All Canadian women of the age class 20-24 years, except designated classes, were required to register in September, 1942, and a compulsory registration, by Order of the Minister of Labour, under National Selective Service Civilian Regulations, of the nurses of Canada was taken during March, 1943. The latter registration, which was carried out after consultation with the Canadian Nurses' Association, included all graduate nurses, whether practising their profession or not, except nurses serving with the Armed Forces.

In August, 1942, the Government directed the Wartime Prices and Trade Board, in co-operation with National Selective Service, to curtail non-essential civilian work in order to release labour for more important work. Prior to this, the purpose of the curtailment activities of the Board had been chiefly to conserve scarce materials. In September, 1942, the Board set up an industrial division to prepare and direct curtailment plans, and on October 21 a statement of policy regarding curtailment of civilian trade and industry was issued. The Board confines itself to curtailing goods and services, and the actual withdrawal or transfer of labour is in the hands of the Director of National Selective Service.

TRAINING OF PERSONNEL MANAGERS

By Order in Council P.C. 26/1840, dated March 10, 1942, provision was made for co-operation with universities to facilitate the training of suitably qualified persons in the fundamental principles and practice of personnel management.

This step was taken in view of the growing importance of personnel administration in war industries, and as a factor in "the removal of misunderstanding" and the development of "fuller co-operation between employers and employees", leading to "more efficient prosecution of the war effort". Under the Order, the Department of Labour was authorized to pay all reasonable costs in connection with approved training courses and also to pay the travelling expenses of applicants who successfully completed the courses. The program is a direct attack on the many labour administration problems arising in new and rapidly expanding war industries. The Minister has advocated the establishment of effective personnel departments in these plants and while the plan is designed primarily to aid war industries, it is not necessarily confined to them.

During the fiscal year provision was made for a number of short, practical courses in personnel management in several Canadian universities, preference being given to persons nominated by industrial concerns.

NATIONAL SELECTIVE SERVICE MOBILIZATION REGULATIONS

The National War Services Regulations, 1940, (Recruits) provided for compulsory military service. During 1941 and 1942 these Regulations were amended frequently and were twice consolidated. They were originally administered by the Minister of National War Services, but as the manpower policy relating to industry developed, it became apparent that the administration of the entire Selective Service Program should be co-ordinated under one Minister. Accordingly Order in Council P.C. 8800, September 26, 1942, provided that effective December 1, 1942, the administration of the National War Services Regulations, 1940 (Recruits) would be transferred to the Minister of Labour.

All persons, including the Director of Mobilization, Chairmen and Members of Boards, Registrars and their staffs were deemed to have been appointed pursuant to the National Selective Service Mobilization Regulations and continue to function as such under the new regulations. The control of all office accommodation, files, records, stationery, equipment and telephones used in the administration and enforcement of The National War Services Regulations, 1940 (Recruits) was duly transferred to the Minister of Labour.

The Minister of Labour then submitted that it was necessary to adapt the regulations to conform to the change in administration and on the first day of December, 1942, they were re-issued under the title of National Selective Service Mobilization Regulations pursuant to Order-in-Council P.C. 10924.

The Regulations were further amended by the following Orders in Council: P.C. 11240, December 11, 1942; P.C. 455, January 19, 1943; P.C. 740, January 28, 1943; P.C. 1713, March 4, 1943; and P.C. 1836, March 8, 1943.

The National Selective Service Mobilization Regulations apply to age classes or parts of age classes which were designated by proclamation.

For administrative purposes the country is divided into 13 divisions in which there is a Registrar who is the chief administrative officer for each division.

When the Minister is informed by the Department of National Defence (Army) that a specified number of men are required for military training he may instruct each Registrar to apply these regulations to a specified number of men from his Division.

The Registrar, as chief administrative officer, is responsible for the proper administration of the provisions of the regulations.

The Registrar then selects the number of men required from the designated men in his Division who do not come within the classes set out in Section 3 (2)

of the regulations, and who have been in Canada, except for temporary absences, throughout the year immediately preceding their selection, or are British subjects who are or have been, at any time subsequent to the first day of September, nineteen hundred and thirty-nine, ordinarily resident in Canada.

Men who are selected are then ordered to report for medical examination and if they are, in the opinion of the Registrar, fit for military training, they are then required to report for military training to a military training centre.

Provision is made in the regulations whereby the Minister may from time to time by notice in the *Canada Gazette* increase or decrease the number of Divisions in Canada. There is a Mobilization Board for each Division, one member of which is a Judge of a Superior Court or other court, who acts as Chairman of the Board.

The Boards adjudicate upon every application for a postponement made under the regulations and applications made for leave of absence under the Reserve Army (Special) Regulations when requested to do so by the Adjutant General and may recommend or otherwise that such leave of absence be given. Provision is made that in certain circumstances any men from war industry who enlist may be granted leave of absence without pay to return to their employment immediately after enlistment and that soldiers who are already serving may be granted leave to return temporarily to war industry.

Provision is also made for applications for postponement of military training of persons employed in agriculture, essential industry and seasonal occupations which may be declared essential by the Minister, or deemed to be essential in the national interest by the Board.

An individual application for a postponement order must be made by the man himself but it may be supported by his employer or, where compassionate grounds are alleged, by his dependents. In addition an employer may submit at any time for consideration by the Board, a plan for the postponement of military training of any group of his employees, and the Board itself may, in addition, instruct any employer to submit such a plan if, in its opinion, such action is advisable.

Postponement orders may be granted for not more than 12 months in the first instance, but one or more extensions of not more than six months each may be granted, except in the case of persons employed in agriculture, where postponement orders are granted until further notice.

Postponement orders may be granted to Doukhobors, Mennonites and conscientious objectors.

Postponement may also be granted to students who are following courses which, in the opinion of the Board, are in the national interest or would aid the prosecution of the war.

The Boards adjudicate upon all applications for postponement and the decision of the Boards is final and conclusive and binding upon all concerned. The Boards may reconsider or review a decision of their own motions, at any time.

Order in Council P.C. 11240 amended Order in Council P.C. 10924, by establishing procedure to be followed by designated persons, requiring men who had not received a notice or order under the National War Services Regulations or an "Order Medical Examination" under The National Selective Service Mobilization Regulations to report to designated officials and file certain information required by February 1, 1943. Order in Council P.C. 740 and Order in Council P.C. 1836 extended the date for filing the required information to March 1 and March 15, respectively.

Order in Council P.C. 455 clarified the definition of a "person employed in agriculture" and specified that no person ceased to be a person employed in agriculture by reason only of being employed or occupied seasonally in a primary industry between the first day of December, 1942, and the first day of July, 1943.

Order in Council P.C. 1713 added to the list of designated persons to whom the regulations do not apply, amended the powers and duties of a Mobilization Board and altered the reference in the statutory declaration to be used by a designated class of non-declarant aliens to whom the regulations do not apply.

Order in Council P.C. 11326 dated December 15, 1942, authorized issuing a proclamation, Extra No. 228 of the *Canada Gazette*, dated December 16, 1942, extending the age classes subject to call and including all married men born in the years 1917 to 1923, both inclusive.

Order in Council P.C. 809, dated February 1, 1943, authorized issuing a proclamation, Extra No. 11 of the *Canada Gazette*, dated February 4, 1943, which extended the age classes subject to call to include all men both single and married, born in the year 1924.

In the period from the beginning of December, 1942, to the end of March, 1943, during which mobilization activities were under the control of the Minister of Labour, there were 48,405 men who enlisted after receiving a mobilization order; 24,835 who were enrolled; 62,655 who were granted postponement; 1,718 who were found to be exempt from Mobilization Regulations of Section 3 of the regulations, and 70,826 were found to be medically unfit for military service.

NATIONAL REGISTRATION

To ascertain the potential manpower resources of Canada and to provide a means of identification, all persons residing in Canada, 16 years of age or over, were required to register during the period August 19-21, 1940. 3,979,680 males and 3,883,240 females registered.

At that time, 989,739 duplicate Registration cards for single men and widowers with no dependents, between the ages of 19 and 45, were sent to Divisional Registrars. Since August, 1940, 392,880 duplicate Registration cards for single male registrants who attained military age and for men of military age who entered Canada since August, 1940, or who for any reason were not registered at that time, have been forwarded to Divisional Registrars.

In March, 1941, a bulletin entitled "Preliminary Statistical Tabulations" was issued and was followed by a bulletin entitled "Specialized Occupations" giving information concerning the reported skills of 2,200,000 registrants.

In March, 1942, National Registration with its records and personnel was transferred from the Department of National War Services to the Department of Labour.

In order to keep Registration cards up-to-date, individuals becoming 16 years of age must register, as must individuals absent from Canada during the general registration period, but who subsequently return. Seamen are required to register. Changes of address approximate 70,000 per month. Deaths in the civilian population and changes of names by marriages, divorces, etc., are recorded.

Divisional Registrars are supplied with information concerning reported enlistments, discharges, retirements and casualties of registrants in the Armed Forces. Duplicates are issued to replace lost or mutilated certificates.

The National Registration branch supplies information as required to other Government departments and co-operates with authorities in the United States in the exchange of information concerning Canadians in military categories residing in the United States and Americans residing in Canada.

National Selective Service officials have been furnished the names and addresses of men experienced in the heavy metal trades, of coal miners and of stevedores and dock-workers. In July, 1942, the Director-General of Army Medical Services was given the names and latest addresses of 10,813 doctors. Similar services were rendered to other Government agencies. During the fiscal year 1942-43 arrangements were made with the Armed Services whereby the National Registration certificates of persons entering those services and of serving personnel would be collected and forwarded to the Chief Registrar. On the retirement or discharge of enlisted personnel, new Registration certificates are supplied which bear a stamp showing that these persons have been in the Armed Forces.

In the year ending March 31, 1943, there were 779,278 changes of address recorded. 105,655 marriages and 85,565 deaths were recorded. 245,347 persons attaining the age of 16 years were registered. 231,989 duplicate Registration certificates (replacing those lost, destroyed or defaced, and those which had been collected from personnel in the Armed Forces) were issued. Divisional Registrars were supplied with 1,038,285 duplicate Registration cards, made up as follows: single men born in 1923, 109,129; single men born in 1924, 120,125; married men born between the years 1902-24, 747,767; cards duplicated at request of Divisional Registrars, 61,264.

THE WARTIME BUREAU OF TECHNICAL PERSONNEL

The Wartime Bureau of Technical Personnel was established under authority of Order in Council P.C. 780, of February 12, 1941, in co-operation with the Engineering Institute of Canada, the Canadian Institute of Mining and Metallurgy, and the Canadian Institute of Chemistry, to organize the effective placement of technical personnel in war industries and to co-operate with the Civil Service Commission in arranging for their placement in Government Service. The Bureau was guided by an Advisory Board consisting of representatives of the institutes named above, the Canadian Manufacturers' Association, Canadian universities and provincial professional associations.

Order in Council P.C. 638, of March 4, 1942, facilitated the work of the Bureau by providing that scientific and technical personnel could not be employed otherwise than through or with the approval of the Minister of Labour, by making notice to the Bureau compulsory if the employment of such person was terminated, by providing that at the request of the Minister, any employer would be required to release any such person if he were willing to accept more essential employment and by giving to such persons who accepted more essential employment at the request of the Minister the same reinstatement privileges as are extended to the members of His Majesty's Forces.

During the fiscal year 1942-43, the Bureau extended its regional services and intensified its efforts to make the registration of technical personnel as complete as possible through co-operation with professional bodies, university graduate associations and university officials. University students in pure science are now registered upon graduation.

Regulations respecting technical personnel are embodied in Part III of Order in Council P.C. 246 of January 19, 1943. Control of employment is secured through the permit system in respect to the seeking of employment, the acceptance of employment and the engagement of an employee. All permits are, of course, subject to the requirements of the schedule of labour priorities.

These controls have been effective in the reduction of useless turnover, in facilitating essential transfers from less essential to more essential activities, in encouraging employers to utilize more effectively the technical personnel

already employed by them, and in the placement of technical personnel with broad scientific training in positions which would normally be filled by specialists if they were obtainable.

Following a Universities Conference in Ottawa May 11, 1942, attended by representatives of all Canadian Universities and by representatives of the Departments of Defence, Munitions and Supply, National War Services and Labour, as well as by representatives of the National Research Council and the Inspection Board of the United Kingdom and Canada, certain recommendations were implemented in the University Science Students Regulations which came into effect by Order in Council P.C.9566, effective December 1, 1942, and which were incorporated in Part III of the National Selective Service Civilian Regulations, Order in Council P.C. 246, of January 19, 1943.

As outlined in the chapter of this report dealing with training activities, the number of university science students was increased as a result of financial aid arranged by the Department of Labour on behalf of needy students who could not otherwise attend university. Each male university science student is required to make a declaration stating whether he wishes to volunteer for active service as a technical officer.

When the Science Students Regulations came into effect, in order to ascertain which students then in attendance were unlikely, for medical reasons, to secure appointments in the Armed Forces, arrangements were made with the Department of National Defence to have each student in the final and pre-final year examined by a standing medical board.

Four thousand six hundred summer employment opportunities in war industries were made available to science students during 1942, and during the summer of that year a number of third year science students were enrolled in the Army for training, returning to university in the autumn to complete their final year.

In March, 1943, the declaration forms of students about to graduate were used to prepare nominal rolls of volunteers for technical appointments in the three Services, 1,085 names being submitted for consideration for commissions.

In accordance with National Selective Service Mobilization Regulations, Mobilization Boards may refer to the Bureau when dealing with cases of technical personnel.

Under a plan sponsored by the Governments of Canada and Poland, 225 Polish engineers and scientists are now in Canada. These, in addition to some 300 Polish skilled workmen, have been placed with some 70 employers.

The major operations of the Bureau for the fiscal year are summed up in the following statistics:

Number of orders received from employers.....	1,078
Names referred to employers.....	8,301
Verified placements:—Civilian, 899; Services, 155; Total.....	1,054
Personal Interviews.....	11,731
Questionnaires sent out.....	13,487
Questionnaires returned.....	13,434
Permits issued to employers.....	3,867

The above figures do not include any registrations or any other activities connected with the administration of the University Science Students Regulation.

IV. INDUSTRIAL RELATIONS

CONCILIATION AND LABOUR ACT

Under the provisions of the Conciliation and Labour Act (Chapter 110 of the Revised Statutes of Canada, 1927), the Minister of Labour is empowered to inquire into the causes and circumstances of a dispute and take measures considered expedient to bring the parties together and effect a settlement. He is also authorized to appoint a conciliator or arbitrator in any dispute, when requested by the parties involved.

For the purposes of administering the Act, the Department maintains a staff of industrial relations officers at Vancouver, Winnipeg, Toronto, Ottawa, Montreal, Moncton and Sydney.* Plans were completed for the reorganization of the whole Conciliation Service by which the administration of the Industrial Disputes Investigation Act and the Conciliation and Labour Act and complementary legislation were placed under a Director of Industrial Relations, conciliation officers being designated as Industrial Relations Officers.

During the fiscal year ending March 31, 1943, the conciliation services of the Department of Labour were utilized in connection with the adjustment of 438 labour disputes, affecting approximately 126,000 workers.

In 216 of the total number of cases dealt with, mediation was successful. In the majority of the remaining cases, further action was taken by the Department to settle the dispute, either through the establishment of a Board of Conciliation and Investigation or by referring the dispute to an Industrial Disputes Inquiry Commissioner appointed under the provisions of P.C. 4020 of June 6, 1941, as amended.

Eighty of the disputes dealt with by the Conciliation Service had resulted in strike action prior to reference to the Department. In 47 other cases threatened strikes were averted and 89 settlements were obtained in cases where strikes had not occurred or did not seem imminent. Settlement in 49 cases had not been effected at the close of the fiscal year.

The causes of disputes referred to the Department for conciliation are set forth in the accompanying table.

It will be noted that in the 438 disputes, demand for increase in wages was a contributory cause in 156 disputes, employees' request for the payment of cost-of-living bonus in 23 disputes, employees' demand for union recognition in 101 cases and negotiation for agreement in 91 cases.

* This office was opened in the fiscal year 1943-1944.

DEPARTMENT OF LABOUR

DISPUTES DEALT WITH BY THE INDUSTRIAL RELATIONS BRANCH,
DEPARTMENT OF LABOUR

April 1, 1942, to March 31, 1943

UNDER THE CONCILIATION AND LABOUR ACT

Number of cases dealt with.....	*438
Wage increases.....	156
Cost-of-Living Bonus.....	23
Better Working Conditions.....	35
Negotiations for Agreement.....	91
Union Recognition.....	101
Closed Shop or Maintenance of Membership Conditions.....	8
Violation of Agreement by Employers.....	13
Dismissal of Employees Because of Union Membership or Activity.....	65
Miscellaneous.....	153
Mediation Successful.....	216
Referred to I.D.I. Boards or Commissioners.....	47
Pending on March 31, 1943.....	49
No mediation necessary.....	27
Provincial Jurisdiction.....	26

*The total number of cases dealt with does not correspond with the total number of causes as in many instances more than one cause is embodied in a dispute.

For the sake of economy, the customary tables giving a detailed statement concerning disputes dealt with under the Conciliation and Labour Act during the fiscal year under review are not shown in this report.

INDUSTRIAL DISPUTES INVESTIGATION ACT

This statement constitutes the thirty-sixth annual report of the Registrar of Boards of Conciliation and Investigation, covering proceedings under the Industrial Disputes Investigation Act (Chapter 112 of the Revised Statutes of Canada, 1927, as amended by 1941, C. 20) for the fiscal year ending March 31, 1943.

The Industrial Disputes Investigation Act was enacted in 1907, to aid in the prevention and settlement of strikes and lockouts. The statute, which forbids any such stoppage of work until all matters in dispute have been dealt with by a Board of Conciliation and Investigation, normally applied to disputes in mines and certain public utility industries. With the beginning of the present war, however, under the authority of the War Measures Act (Order in Council P.C. 3495 as amended by P.C. 1708) the scope of the Industrial Disputes Investigation Act was extended to cover disputes between employers and employees engaged in work on munitions, war supplies and defence projects. As formerly, the Conciliation procedure provided for in the statute may also be utilized in the settlement of disputes in industries outside the scope of the Act.

MODIFICATIONS AND ADDITIONS TO LEGISLATION FOR THE SETTLEMENT
OF INDUSTRIAL DISPUTES

During the fiscal year reviewed by this report only one change was made in legislation by Order in Council to expedite the settlement of industrial disputes and an Order in Council P.C. 10802 of December 1942 was passed providing for the right of collective bargaining of employees employed by Crown companies or of companies whose operations were wholly or directly controlled by an Officer of the Crown.

Industrial Disputes Inquiry Commissions.—With the extension of the scope of the Act to cover disputes in war work there was naturally a marked increase in the number of applications for the establishment of Boards of Conciliation and Investigation and it was found that a large number of these applications had reference to disputes of a nature *prima facie* as not to warrant the establishment of a Board.

Accordingly, with a view to insuring that disputes would be settled as expeditiously as possible provision was made under the authority of the War Measures Act (Order in Council P.C. 4020 of June 6, as amended by P.C. 4844 of July 2, 1941, and P.C. 7068 of September 10, 1941) for the appointment of Industrial Disputes Inquiry Commissions, consisting of one or more members, to inquire into the circumstances surrounding such disputes. In the event that an Industrial Disputes Inquiry Commission is unable to effect an adjustment of a dispute, it is the duty of the Commission to report to the Minister of Labour on the matters at issue and advise him whether the circumstances warrant the establishment of a Board of Conciliation and Investigation to deal with the dispute.

During the fiscal year under review, P.C. 4020 was again amended by the passage of Order in Council P.C. 496 of January 19, 1943. By this amendment the Minister of Labour was empowered to appoint a Commission to investigate any situation, which, while not likely to lead to a strike or lockout, nevertheless tends to interfere with the most effective utilization of labour in the war effort. In such a situation, the Commission reports its findings to the Minister who may take such steps as he deems necessary and desirable to give effect to such recommendations.

Collective Bargaining Rights for Employees of Crown Companies.—By Order in Council P.C. 10802 of December 1, 1942, persons employed by Crown Companies or in companies whose operations were wholly or directly controlled by an officer of the Crown for a period exceeding three months, were declared free to join or to continue membership in a trade union and to bargain collectively with such companies in regard to working conditions. At the same time such Crown Companies, their officers and agents, were made free to negotiate with any of their employees with a view to the conclusion of a collective agreement covering the employees of any such company whom they represent provided that the employees participating in the negotiations are the properly chosen representatives of a trade union to which belong a majority of the employees of such company or to which belong the majority of its employees in its plant or in any of its plants or in any department of a plant or in any trade or craft which is appropriate for collective bargaining purposes.

Amendment to Industrial Disputes Investigation Act.—On June 14, 1941, an Act to amend the Industrial Disputes Investigation Act was passed to strengthen the impartial character of Boards of Conciliation and Investigation established under the provisions of the Industrial Disputes Investigation Act. The amendment repealed Section twelve of the Industrial Disputes Investigation Act and substituted the following therefor:—

“No person shall act as a member of a Board who has any pecuniary interest in the issue of a dispute referred to such Board or who is then acting or has so acted within a period of six months preceding the date of the application for a Board in the capacity of solicitor, legal adviser, counsel or paid agent of either of the parties to the dispute.”

Restriction of Right to Strike in War Industries.—Regulations governing the right to strike in war industries were established by an Order in Council (P.C. 7307 of September 17, 1941, as amended by P.C. 8821 of November 13, 1941) passed under the authority of the War Measures Act. By this Order in Council, it was declared that any strike subsequent to the receipt of the findings of a Board of Conciliation and Investigation is illegal until the employees concerned have notified the Minister of Labour of their intention to go on strike and a strike vote taken under the supervision of the Department of Labour has shown that a majority of the employees are in favour of a strike.

The Order also provides that any employee who goes on strike contrary to the provisions of these regulations, or who encourages or incites others so to strike, is liable to a fine not exceeding \$500 or to imprisonment for a term not exceeding twelve months or to both fine and imprisonment. The text of P.C. 7307 may be found in the October, 1941, issue of the *Labour Gazette* (page 1209). P.C. 8821 amended Section 3 by deleting "or whose employment might be affected by the proposed strike."

During the fiscal year 1942-43, nine applications were made for the taking of strike votes under the provisions of Order in Council P.C. 7307. In all of these cases, representatives of the Department were successful in having the parties reach a satisfactory settlement of the dispute in question thereby obviating the necessity of taking a strike vote. The following are the cases in which strike votes were applied for during the fiscal year.

1. Sorg Pulp Co., Ltd., Port Mellon, B.C., and its employees, members of Local 297, International Brotherhood of Pulp, Sulphite and Paper Mill Workers.
2. Canadian Car and Foundry Co., Ltd., (Turcot Works) Montreal, P.Q., and its employees, members of Lodge 712, International Association of Machinists.
3. Canadian Steel Corporation Limited, Ojibway, Ont., and its employees, members of Local 195, United Automobile Workers of America.
4. Canadian Bridge Co., Ltd., Ojibway, Ont., and its employees, members of Local 195, United Automobile Workers of America.
5. Granby Consolidated Mining, Smelting and Power Company, Ltd., Princeton, B.C., and its employees, members of Local 7875, United Mine Workers of America, District 18.
6. Princeton Tulameen Coal Company, Limited, Princeton, B.C., and its employees, members of Local 7875 United Mine Workers of America, District 18.
7. Tulameen Collieries Limited, Princeton, B.C., and its employees, members of Local 7875, United Mine Workers of America, District 18.
8. The Riverside Iron Works, Limited, Calgary, Alta., and its employees, members of Local 360, International Moulders and Foundry Workers Union of North America.
9. Brantford Coach and Body Limited, Brantford, Ont., and its employees, members of Local 297, United Automobile Workers of America.

Transfer of Wage Disputes from the Jurisdiction of Boards of Conciliation and Investigation to National and Regional War Labour Boards.—During the fiscal year industrial disputes arising solely over questions concerning the remuneration of employees, were referred to the National or Regional War Labour Boards for adjustment. This was in continuation of the policy established by the passing of Order in Council P.C. 8253 of October 24, 1941 and P.C. 5963 of July 14, 1942, which replaced and amended the original Wartime Wages Control Order, P.C. 8253.

THIRTY-SIX YEARS' OPERATIONS UNDER THE I.D.I. ACT

Applications under the terms of the Industrial Disputes Investigation Act from its inception on March 22, 1907, to March 31, 1943, numbered 1,335, an average of 37 per year while 715 Boards of Conciliation and Investigation were

established, an average of 19 per year. A number of these boards dealt with two or more applications. In the cases in which boards were not granted, settlements were effected by agencies other than those provided by the Industrial Disputes Investigation Act or it was found that the machinery of the statute could not be utilized. In only 60 cases was the cessation of work which threatened not averted, or the strike which had already been entered upon not ended, as a result of board procedure. This is an average of less than two each year.

OPERATIONS UNDER I.D.I. ACT DURING FISCAL YEAR 1942-43.

During the fiscal year 1942-43 there were 145 applications for the establishment of Boards of Conciliation and Investigation. Approximately 118,228 employees were directly concerned in these disputes; while 28,521 were indirectly affected, a total of 146,749. Union recognition solely and union recognition and other demands were the main causes of disputes during the fiscal year (see Table V).

Thirty-six boards were established, one of which dealt with three applications while one board was established by the Minister of Labour under the provisions of Section 65 of the Act without application from either party to the dispute.

Of the 36 boards established during the fiscal year, fifteen (15) reported, unanimous reports being submitted in six (6) cases while majority and minority reports were made in nine (9) disputes. Six (6) disputes were settled as a result of the Board's report and in nine (9) cases the settlement of the disputes following their reference to boards was indefinite at the end of the fiscal year.

It will be noted from Table VI that 24 disputes were settled during the fiscal year with the assistance of Industrial Disputes Inquiry Commissioners appointed under the provisions of Order in Council P.C. 4020 as amended. In another 12 instances, Commissioners considered the establishment of a Board unwarranted either because it was found the applicant union did not represent a majority of the employees concerned; the employing company was not sufficiently engaged in the execution of war contracts to bring its operations within the scope of the Act as extended by Order in Council P.C. 3495, or for other reasons. Four (4) cases were settled by mediation of a departmental officer and one (1) through the direct negotiations of the parties concerned. Three (3) cases were referred to the appropriate Provincial Department of Labour and eight (8) cases to the respective Regional War Labour or National War Labour Board as the matters in dispute concerned the remuneration of the employees only. Six (6) applications were found to be not supported by a majority of the employees involved and were therefore not granted; while nine (9) applications were ruled to be not within the scope of the Act as extended by P.C. 3495. Forty-three (43) applications were still under consideration at the close of the fiscal year.

STRIKES NOT AVERTED 1942-43

During the fiscal year 1942-43 strikes were not averted in the following cases in which applications had been received for the establishment of Boards of Conciliation and Investigation.

Burrard (Vancouver) Dry Dock Company, Limited, and its employees, members of Welders' & Burners' Unit No. 4, Amalgamated Building Workers of Canada.

The Plessisville Foundry, Plessisville, P.Q., and its employees, members of the Catholic Union of Foundry Workers of Plessisville.

- Johnson Woollen Mills, Limited, Waterville, P.Q., and certain of its employees, (unorganized).
- Hamilton Bridge Company, Limited, Hamilton, Ontario, and its employees, members of Local 2537, United Steelworkers of America.
- Wilson Motor Bodies Limited, Long Branch, Ont., and its employees, members of Local 252, United Automobile Workers of America.
- John Inglis Company, Limited, Toronto, Ontario, and its employees, members of Local 2900, United Steelworkers of America.
- Montreal Tramways, Limited, Montreal, P.Q., and its employees, members of the Canadian Brotherhood of Railway Employees and Other Transport Workers.

ROYAL COMMISSIONS

During the fiscal year, on the recommendation of the Minister of Labour, and in accordance with Section 65 of the Industrial Disputes Investigation Act, Royal Commissions were established under the provisions of the Inquiries Act as follows:

- (1) A Royal Commission was appointed on July 13, 1942 under the provisions of the Inquiries Act to inquire into the most effective methods to secure maximum production in the shipyards of British Columbia. The Commission was comprised of five members under the chairmanship of Mr. Justice S. E. Richards of the Court of Appeal of Manitoba, Messrs. Don Serviss and Hugh Lewis representing the employees and Chris Pritchard and A. A. McAuslane representing the employees concerned. In a majority report signed by the Chairman and Messrs. Don Serviss and Hugh Lewis it was recommended, among other things, that the seven-day week and six-day schedule of operations be adopted in the shipyards. According to the majority report, the "continuous operations plan" had proved successful resulting in increased production. A minority report signed by Messrs. McAuslane and Pritchard favoured the adoption of the six-day week schedule of operations, disagreeing with the majority report and contending that maximum production could not be maintained without closer harmony between employers and employees. Agreements in the Victoria shipyards were signed during March 1943 and later in the Vancouver shipyards bringing the continuous operations plan into effect. A full account of the Commission's reports is given in the September 1942 issue of the *Labour Gazette*, page 1007.
- (2) On September 14, 1942, a Royal Commission was appointed under the provisions of the Inquiries Act. The Commission under the chairmanship of Honourable Mr. Justice F. H. Barlow, Toronto, Ontario, with Messrs. James T. Stewart of St. Thomas, Ont., and J. King Gordon, Montreal, P.Q., was instructed to report as to what wage adjustments, if any, would appear justified under the wage control regulations, (P.C. 5963) in the case of employees of the Algoma Steel Corporation, Ltd., at Sault Ste. Marie, Ont., and of the Dominion Steel and Coal Corporation, Limited, at Sydney, N.S., employees of these two companies, members of the United Steelworkers of America, having put forward demands for increases in their basic rates of pay. The Commission held hearings at Sault Ste. Marie, Toronto, and Sydney and both the union and management appeared to make representations.

On December 28, 1942, the majority report of the Royal Commission signed by the Chairman and Mr. James T. Stewart, was received

and stated "we cannot find the basic wage rates in these two companies are lower than the generally prevailing wage rates with the exception of the wage rates of what are usually termed maintenance men." The majority report recommended that overtime at the rate of time and one-half for the seventh day be paid where it was found necessary for employees to work a seven-day week; that a careful study of job re-classification and evaluation be made; that management and employee committees continue to function; and that the steel industry be not exempted from wage control regulations.

In his minority report Mr. J. King Gordon stated that because of the peculiar arduousness and hazard of the work in the steel plants and because of exceptionally long hours—conditions which he claimed violated Government policy—an increase in the basic wage rate, as requested by the employees, was justified. He recommended that the basic rates of 50½ cents per hour at Sault Ste. Marie and 52½ cents at Sydney (inclusive of cost-of-living bonus) be increased to 55 cents. Mr. Gordon also recommended that steel be declared "a national industry" and that, if necessary, workers in the steel industry be removed from the scope of the wage control regulations in order to secure the adjustment of wage rates.

Following the transmission of the majority and minority reports of the Commission to the interested parties 5,200 employees of the Dominion Steel and Coal Corporation, Sydney, N.S., went on strike on January 12, 1943, in support of their request for increases in basic wage rates as recommended in the minority report of the Commission. On January 14, a further 3,786 employees of the Algoma Steel Corporation in Sault Ste. Marie went on strike for the same reason; while on the same day, 2,675 employees in four steel plants in Trenton, N.S., went on strike demanding that they be recognized as workers in a "basic" steel industry and for increases in basic wage rates as recommended in the minority report for steelworkers at Sydney and Sault Ste. Marie.

Following conferences between company, and union officials with the Government a settlement of the dispute was accepted by union representatives on January 22, whereby 55 cents an hour inclusive of cost-of-living bonus was fixed as the basic hourly rate and the payment of this rate was made retroactive to November 1, 1942. It was also provided that in the event of a reduction in the cost-of-living bonus, the basic wage rate of 55 cents would not be reduced, but would be augmented by any increase in the cost-of-living bonus in the future. On January 26, 1943, Order in Council, P.C. 689 was passed implementing the terms of settlement of the dispute.

A full account of this dispute appears in the February 1943 issue of the *Labour Gazette*, pages 191-193.

SUMMARY TABLES RESPECTING PROCEEDINGS UNDER THE INDUSTRIAL DISPUTES INVESTIGATION ACT

The following tables show: (i) proceedings by industries concerned during the fiscal year 1942-43; (ii) proceedings by industries concerned from March 22, 1907 to March 31, 1943; (iii) number of disputes dealt with by fiscal years, 1907-43; (iv) number of disputes dealt with by calendar years, 1907-43; (v) the causes of disputes referred for settlement under the Industrial Disputes Investigation Act; and (vi) the disposal of applications made under the provisions of the Industrial Disputes Investigation Act.

TABLE I.—PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1942 TO MARCH 31, 1943

Industries affected	Number of applica- tions for boards	Number of boards established	Number of strikes not averted or ended
I. Disputes affecting mines, transportation and communications, other public utilities and war work:—			
(1) Mining—			
Coal.....	2	0	0
Other non-metallic.....	2	0	0
Metal.....	1	0	0
(2) Transportation and Communication—			
Steam railways.....	5	0	0
Street and electric railways.....	1	0	1
Motor transportation.....	1	0	0
Express.....	0	0	0
Shipping.....	2	1	0
Telephones.....	0	0	0
(3) Miscellaneous—			
Light and power and waterworks.....	3	1	0
Elevators.....	0	0	0
(4) War work.....	119	34	6
II. Disputes not falling clearly within the scope of the Act.....	9	0	0
	145	36*	7

* One board dealt with three applications; one board was established by the Minister of Labour under Section 65 of the Act, without application from either party.

TABLE II.—PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907 to MARCH 31, 1943

Industries affected	Number of Applications for Boards	Number of Strikes not averted or Ended
I. Disputes affecting mines, transportation and communication, other public utilities and war work:—		
(1) Mining and smelting—		
Coal.....	116	13
Other non-metallic.....	3	0
Metal.....	26	6
Asbestos.....	1	0
Salt.....	2	1
(2) Transportation and communication—		
Steam railways.....	277	7
Street and electric railways.....	158	8
Motor transportation.....	30	0
Express.....	16	1
Shipping.....	78	1
Telegraphs.....	36	1
Telephones.....	14	0
(3) Miscellaneous—		
Light and power and waterworks.....	71	3
Elevators.....	16	0
(4) War work.....	293	17
II. Disputes not falling clearly within the direct scope of the Act.....	198	2
Total.....	1,335	60

TABLE III.—NUMBER OF DISPUTES DEALT WITH BY FISCAL YEARS, 1907-1943

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	1924-1925	1925-1926	1926-1927	1927-1928	1928-1929	1929-1930	1930-1931	1931-1932	1932-1933	1933-1934	1934-1935	1935-1936	1936-1937	1937-1938	1938-1939	1939-1940	1940-1941	1941-1942	1942-1943	Total
No. of applications....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	19	4	19	23	22	23	23	20	13	17	16	27	21	29	31	50	82	132	145	1,335
No. of boards granted....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	9	0	11	11	13	14	10	6	10	11	2	7	12	7	15	15	40	45	36	715
No. of disputes where strike not averted (or ended)....	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	2	0	1	0	0	0	1	0	0	0	0	0	0	1	0	0	0	2	3	9	7	60

The figures contained in the above table may be thought to show discrepancies as compared with those appearing in Table I. A closer examination, however, will show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during that period. The figures of the yearly statement include, therefore, disputes carried over from the previous year which were counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken only of the number of applications received during each year.

TABLE IV.—NUMBER OF DISPUTES DEALT WITH BY CALENDAR YEARS, 1907-1943

	*1907 9 mos.	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939	1940	1941	1942	†1943 3 mos.	Total
No. of applications....	25	27	22	28	21	16	18	18	15	29	53	93	70	61	54	42	22	22	4	14	26	25	21	22	19	16	16	18	23	23	24	33	44	66	143	106	56	1,335
No. of boards granted	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	9	13	13	13	10	6	8	12	4	7	10	9	13	12	32	53	29	7	715
No. of disputes where strike not averted (or ended)....	1	1	1	4	4	4	3	1	1	1	1	2	3	5	2	2	0	0	1	0	0	1	0	0	0	0	0	0	1	0	0	0	2	3	9	1	6	60

* The act became law on March 22, 1907, so that the proceedings cover nine months only.

† To the end of the fiscal year, March 31.

(The remark following Table III applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

TABLE V.—CAUSES OF DISPUTES IN CONNECTION WITH WHICH APPLICATIONS WERE MADE FOR THE ESTABLISHMENT OF BOARDS OF CONCILIATION AND INVESTIGATION

Cause	Calendar year 1941	Fiscal year 1941-42	Calendar year 1942	Fiscal year 1942-43
Union Recognition Solely.....	44	50	16	23
Union Recognition and other causes.....	45	40	61	89
Other than Union Recognition.....	54	42	29	33
Total.....	143	132	106	145

From Table V it will be observed that the question of union recognition was one of, if not the most important cause of industrial disputes during the fiscal year.

TABLE VI.—DISPOSAL OF APPLICATIONS UNDER PROVISIONS OF INDUSTRIAL DISPUTES INVESTIGATION ACT, FISCAL YEAR 1942-43

Applications made during fiscal year 1942-43 referred to Boards of Conciliation and Investigation.....	35*
Applications in which dispute settled with assistance of Industrial Disputes Inquiry Commissioners.....	24
Applications on which Industrial Disputes Inquiry Commissioners considered establishment of Board not warranted.....	12
Settled by mediation of Departmental Officer (not referred to Board).....	36
Settled through direct negotiation.....	4
Referred to Provincial Department of Labour.....	1
Referred to War Labour Board.....	3
Application not supported by majority of employees.....	8
Outside scope of Act.....	6
Under consideration at close of fiscal year.....	9
Total number of applications received during fiscal year 1942-43.....	43
	145

* The figure of 35 applications referred to Boards of Conciliation and Investigation does not correspond with the figure shown in Table I of Boards established. This is accounted for in the fact that one Board was established by the Minister of Labour without application from either party to the dispute.

PROCEEDINGS UNDER SECTION 5 OF P.C. 4020, AS AMENDED

The Minister of Labour, pursuant to Section 5 of P.C. 4020, may direct an Industrial Disputes Inquiry Commission to examine "into any allegation that any person has been discharged or discriminated against for the reason that he is a member of or is working on behalf of a trade union or that any person has been coerced or intimidated to induce him to join a trade union".

The Commission, failing settlement of the matters at issue, reports its finding and recommendations to the Minister of Labour who issues whatever order he deems necessary to give effect to the recommendations. The Order of the Minister is final and binding upon those concerned by it.

It has been the practice of the Department of Labour, on receipt of allegations of intimidation, discrimination or coercion, to initiate a preliminary investigation by an Industrial Relations Officer to ascertain if the facts of the matter justify a formal investigation by a Commission. In a large number of cases the Industrial Relations Officer has been able to effect a voluntary settlement by the employer, thus rendering the appointment of a Commission unnecessary. In many other cases, the preliminary investigation has disclosed that the allegations had either been withdrawn, or were of such a nature that the appointment of a Commission would serve no good purpose.

Below will be found the statistics relating to 31 investigations by Industrial Disputes Inquiry Commissions during the fiscal year 1942-1943:

INVESTIGATIONS BY INDUSTRIAL DISPUTES INQUIRY COMMISSIONS INTO
ALLEGATIONS OF DISMISSAL FOR UNION MEMBERSHIP OR ACTIVITY—
FOR THE FISCAL YEAR 1942-1943

Number of cases investigated by Industrial Disputes Inquiry Commissions.....	31
Number of persons involved in cases investigated.....	213
Number reinstated voluntarily by employer during the investigation, no findings being necessary.....	29
Number found dismissed for union activity or membership and ordered reinstated by the Minister of Labour.....	12
Number found dismissed for just cause.....	22*
Number found dismissed or laid off in the ordinary course of business for economic reasons.....	122
Number found having left employment voluntarily.....	5
Number found having preferable employment or otherwise not wishing to return..	24**

*One person in this group was reinstated voluntarily by employer and is counted in both groups.

**19 persons received monetary settlement and allegations withdrawn.

RECORD OF STRIKES AND LOCKOUTS IN CANADA BY CALENDAR YEARS

References and figures in the following statement pertain to all industrial disputes in Canada without making any distinction as to whether they are dealt with under Dominion or provincial legislation.

The Department has maintained a record of strikes and lockouts in Canada, since its establishment towards the end of 1900, publishing in the *Labour Gazette* each month a list of those in progress with particulars as to the nature and result of each dispute. A review, with a statistical analysis for each calendar year, is published as early as possible in the year following. A strike or lockout, included as such in the record, is a cessation of work involving six or more employees for at least one working day, or a number of workers for part of a day, causing a time loss of at least ten man working days. The statistical compilation includes only workers directly affected, that is, those on strike or locked out, but the employees indirectly involved, that is, unable to work because of the stoppage are shown in footnotes where the number is important.

Information as to the occurrence of strikes or lockouts is secured from correspondents of the *Labour Gazette*, from the officers of the Department in touch with disputes and negotiations, from labour organizations or other representatives of workers involved, from employers concerned and other sources. A statement as to each dispute showing causes, dates, result, etc., is secured, if possible, from the representatives of each party.

The period since the outbreak of war has been marked by a substantial industrial expansion and increase in employment as well as by increases in prices and the cost of living. This expansion was accompanied by a considerable increase in 1940, in 1941 and again in 1942, in the number of industrial disputes and in the resulting time loss. From 122 in 1939, the number of disputes in all industries in Canada rose to 168 in 1940, to 231 in 1941 and to 354 in 1942, while the number of workers involved rose from 41,038 in 1939 to 60,619 in 1940 to 87,091 in 1941 and to 113,916 in 1942. The time loss in man working days rose from 224,588 in 1939, to 266,318 in 1940, to 433,914 in 1941 and to 450,202 in 1942. During 1942, both industrial production and employment were at the highest levels recorded up to that time. Industrial production in 1942 was 28 per cent higher than in 1941 and employment 14 per cent higher than in 1941, while the time loss due to industrial disputes was only 4 per cent higher in 1942 than it was in 1941. The number of workers involved in all disputes in Canada in the year 1942 was the largest of any year since 1919, the comparable figures being 113,916 in 1942 and 148,915 in 1919. The recorded time loss of

450,202 man working days in 1942 was exceeded by the recorded time loss in 21 individual years during the period 1901-41. The latest year in which the recorded time loss exceeded that of 1942 was 1937 with a recorded time loss of 886,393 man working days.

Many disputes were of short duration and involved comparatively small numbers of workers. Two strikes, one involving motor vehicle factory workers at Windsor and the other gold miners at Kirkland Lake together involved more than 16,000 workers and caused more than 30 per cent of the total time loss. Twelve strikes involved about one-third of the workers and caused about 55 per cent of the time loss.

Strikes in manufacturing industries accounted for nearly two-thirds of the total time loss compared with about one-half of the time loss in 1941. A great increase in time loss resulted from strikes in shipbuilding, which in recent years had been relatively unimportant. Also in the manufacture of boots and shoes, pulp and paper, and in the liquor and tobacco industries substantial increases were recorded. Strikes in mining on the other hand were of relatively less importance than in 1941, when they caused 44 per cent of the time loss or a total of 191,689 days as compared with a percentage of 28.8 in 1942, or a total of 129,529 days. Strikes in coal mining resulted in somewhat more than half of this total and most of the remainder was due to the strike of gold miners at Kirkland Lake, Ontario.

The principal cause of strikes in 1942 was to obtain increases in wages, there being a total of 174 due to this cause during the year. Forty-three strikes were for union recognition. It would appear that about 30 per cent of the workers involved in all strikes were successful in their demands and about 23 per cent were partially successful, while 42 per cent were unsuccessful. For the remainder of the workers the result was indefinite and one strike was unterminated at the end of the year. Conciliation was an important factor in the settlement of 127 strikes during the year and negotiations in the case of 112.

A complete survey of strikes and lockouts in Canada during 1942 was published in the *Labour Gazette*, July issue, 1943, pages 949-981. Comparative figures and charts covering the period 1901-1942 are included in the survey.

The annual review of strikes and lockouts in other countries during 1942 was published in the *Labour Gazette*, July issue, 1943, pages 982-985.

V. TRAINING ACTIVITIES

Vocational Training Co-ordination Act

TRAINING PROGRAM 1942-1943

After the expiration of the Youth Training Act on March 31, 1942 a Bill was introduced to Parliament to provide for the continuation of vocational training. This Bill was referred to special sub-committees of the House of Commons and the Senate and received Royal assent on August 1, 1942 under the title Vocational Training Co-ordination Act. This Act provides for the carrying on of whatever types of training are needed for the war effort and for the continuation of approved projects formerly carried on under the Youth Training Act, 1939. It also provides for various types of training which may be desirable in the post-war period.

In accordance with a provision of the Vocational Training Co-ordination Act, 1942, the report of the Dominion Supervisor of Training setting forth statements of expenditures and obligations contracted during the fiscal year ending March 31, 1943 together with other detail concerning the administration of the Act was duly published. The report also deals with the administration of Youth Training and Dominion-Provincial War Emergency Training which were carried on under agreements with the provinces but with funds from the War Appropriations prior to the passing of the Vocational Training Co-ordination Act.

In accordance with the terms of the Act, a Vocational Training Advisory Council was appointed December 1, 1942. The Council held its first meeting in February, 1943, and appointed four sub-committees to deal with the following matters:—

- (a) Industrial Training and Apprenticeship.
- (b) Agricultural and Rural Training.
- (c) Rehabilitation Training for Discharged Members of the Forces.
- (d) Assistance to Vocational Schools.

The Council has submitted to the Minister a number of recommendations for his consideration.

DOMINION-PROVINCIAL YOUTH TRAINING PROGRAM

Projects in connection with the Dominion-Provincial Youth Training Program were submitted by the provinces and approved by the Minister. Each province bore its own administrative costs, other costs being shared equally between the province and the Dominion. For the most part, training projects were related to the war effort and during the year certain projects, formerly carried on but now considered non-essential, were discontinued. During the year 14,152 persons (6,564 males and 7,588 females) were given 175,874 days of training in various types of projects.

STUDENT AID

Student aid schedules were carried on, in co-operation with the provincial governments in all provinces except Ontario, with contributions made on a 50-50 basis between the Dominion and the provinces. A small sum of money was made available in Quebec and in the four Western Provinces to give a limited

amount of financial assistance to students in any year in any faculty. The greater portion of that sum was utilized to assist students in agriculture and in home economics. Financial assistance was also provided to help meet the shortage of teachers in the Western Provinces and the Maritimes.

The greater part of the money expended on Student Aid was utilized to assist students in all years in engineering and science and students (other than first year students) in medicine and dentistry. The selection was made by a committee for each province and university from applicants with good academic standing who were unable to proceed with a university course without financial assistance and who signed an agreement that they would make their services available in connection with the war effort in the capacity for which they had been trained. Assistance was given by grant or loan, or a combination of grant and loan, according to the policy favoured by each provincial government. In order to provide for students who were ineligible under the joint Dominion-Provincial schedules and for students residing in a province where there was no joint schedule, a special Dominion fund of \$400,000 was obtained from the War Appropriation. This fund was made available, solely as a loan, to students in engineering, science, medicine and dentistry. The number of students assisted both from the special Dominion fund and the joint Dominion-Provincial schedules was 2,154.

In order to increase the output of doctors and dentists, the universities accelerated the courses in the faculties of medicine and dentistry by shortening the summer vacation period. This entailed additional costs on the universities which they were unable to meet. Therefore, authority was obtained by Order in Council for utilizing part of the special \$400,000 appropriation for this purpose.

WAR EMERGENCY TRAINING

The Dominion Government bore practically the entire cost of this program. Provincial governments bore certain administrative charges and fifty per cent of the cost of machinery and equipment. A very substantial contribution, however, was made by provincial governments and municipal school boards in placing at the disposal of the Dominion, without charge for rental or depreciation, vocational shops in the existing technical and vocational schools. These were supplemented, where necessary, by the opening of special training centres. The majority of the schools throughout the year operated on the basis of two and, in some cases, three shifts per day.

I.—R.C.A.F. CLASSES

War Emergency Training was recognized as an official part of the R.C.A.F. training plan. Whereas in previous years the training had all been on a pre-enlistment basis, during this year the R.C.A.F. enlisted all applicants prior to enrolment in War Emergency Schools and after August 15, 1942 put them on full military pay and allowances. This reduced the estimated cost of this schedule by about forty per cent. The length of the training varied from four to six months. 25,329 persons received training in these classes.

II.—ARMY CLASSES

The personnel in these classes were all enlisted men referred by the Director of Trade Training at Army Headquarters. Training normally continued for three months and followed a syllabus of training drawn up by the Army. 13,470 persons received training in these classes.

III.—NAVY CLASSES

The number enrolled showed a very substantial increase over the enrolment for the previous year. All trainees were enlisted navy personnel. Courses lasted from four to eight months. 3,961 persons received training in these classes.

IV.—REHABILITATION TRAINING FOR DISCHARGED MEMBERS OF THE FORCES

Vocational training for discharged members of the forces was provided at the request of the Department of Pensions and National Health. In general, applicants were more interested in obtaining immediate employment at a remunerative wage than in taking a longer course which would fit them for permanent re-establishment by affording them a broader basis of skill. This circumstance, combined with the fact that employment was readily available for the great majority of men and women immediately after their discharge, accounts for the comparatively small number of persons, 1,196, who took advantage of the training afforded.

V.—INDUSTRIAL TRAINING

A. Full-time Pre-employment Classes

Enrolment showed a very marked decrease during the year due to two factors:—

- (a) many industries had reached peak employment and only required replacements to take care of their labour turnover;
- (b) a very sharp reduction in the potential supply of suitable trainees.

The outstanding feature of the year was the very marked increase in the number of women who were given training for a wide variety of occupations and who, after a little preliminary training, proved themselves as adaptable and efficient as men. During the year 20,675 men and 16,067 women received training in these classes. So far as possible, definite sponsorship was obtained for individual trainees or even for whole classes from some specific industry, to whom the trainees were referred for employment immediately on the completion of their course. The new manpower regulations of National Selective Service first introduced in September, 1942 necessitated a complete revision of procedure with regard to the obtaining of permits for trainees and for subsequent placement in employment. During the year it was found necessary to increase the amount of weekly subsistence allowances to trainees to enable them to undergo full-time pre-employment training. Under authority of Order in Council obtained in the previous year, all trainees in full-time pre-employment classes were covered under the Government Employees Compensation Act for all purposes other than the payment of compensation for temporary disability.

B.—Part-time Classes

A wide range of training was given in part-time classes at the request of employers for workers on their payroll and for whom the employing company wished additional training, with a view to their upgrading and promotion. Many of these classes were held in vocational schools, while others were held in plants. 16,591 men and 3,325 women, a total of 19,916 persons, received training in part-time industrial classes during the year.

C.—Plant Schools

As it was recognized that vocational schools would not have a variety of machinery and equipment necessary to provide training for many of the occu-

pations in modern industry, authority was obtained for carrying on plant schools in certain industrial establishments. Basic principles were laid down, upon the fulfilment of which official approval was given to plant classes. Those enrolled in plant schools were all employees of the company and the course of training was drawn up and approved, with its length and content determined by the nature of the occupation to be followed. Where a plant school was approved, War Emergency Training repaid to the employer the salaries of instructors and allowances to trainees. During the year 10,780 persons received training in approved plant schools.

D.—Foremanship Training

To meet an urgent demand for industry throughout the country, a program was inaugurated in May, 1942 to train foremen and supervisors. This was adapted to Canadian conditions from a similar program in the United States, which was made available to the Department of Labour by the Training Within Industry Branch of the War Manpower Commission, who kindly loaned the services of Mr. Glenn Gardiner and Mr. Clifton Cox to hold the initial training institutes. This program comprised three distinct units:—

Job Instruction Training (commenced in May, 1942)

Job Relations Training (commenced in November, 1942)

Job Methods Training (commenced in March, 1943).

The Job Instructor Unit trained 17,010 persons, the Job Relations Unit 3,910 persons and the Job Methods Unit 12 persons, making a total of 20,932 persons who received foremanship training during the year.

The yearly conference of War Emergency Training was held at Ottawa at the end of February, and was attended by the Regional Directors and other representatives.

Technical Education Act

In 1919 the Dominion Parliament passed the Technical Education Act authorizing a contribution of ten million dollars to the provinces, to be expended over a period of ten years for the purpose of assisting any form of vocational, technical or industrial education or instruction deemed necessary or desirable in promoting industry and the mechanical trades, or increasing the earning capacity, efficiency and productive power of those employed therein. The yearly grants to the provinces, sanctioned under the provisions of the Act, were determined by first setting aside the sum of ten thousand dollars for each province and then dividing the remainder in proportion to population.

The Act was extended from time to time in order that provinces that had not taken full advantage of their apportionments during the ten year period might be enabled to use the full amount to their credit. The latest extension covers the period from March 31, 1939, to March 31, 1944, to enable the Province of Manitoba to use the amount available under its apportionment.

On April 1, 1942, there was available to the Province of Manitoba the sum of \$185,422.46. During the fiscal year ending March 31, 1943, Manitoba received \$18,703.59 in accordance with the provisions of the Act as extended, leaving a balance of \$166,718.87.

VI. GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) authorizes the issue of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age." Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than \$10 and not more than \$1,200, payable in quarterly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period shall be the longer. Annuities may be deferred or immediate. Deferred annuities are for purchase by younger persons desiring to provide for their old age, by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In the latter case the purchase money required may be derived partly from the wages of employees and partly from employers' contributions. Under early pension plan agreements such employees were treated as individual annuitants. Later, group annuity contracts were adopted. Under such a contract a certificate is issued to each employee participating, to be replaced by an immediate annuity contract when the purchase has been completed and the annuity has become due.

FINANCIAL STATEMENT

From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1943, the total number of individual contracts and certificates issued was 90,350. Table I shows the number of individual contracts and certificates issued and net receipts by fiscal years, the number for the fiscal year under review being 9,608. Of these, 5,437 were contracts with individual annuitants and 4,171 were certificates issued under all the group contracts—i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year 1942-3 under new group contracts. There was a total of 70 group contracts in effect. Among the contracts issued during the year were 1,343 immediate annuity contracts with an average amount of annuity of \$304.

The total net receipts throughout the period were \$212,150,685.67, net receipts for the year under review being \$20,416,365.41. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1943, is shown in Table II to be \$190,298,479.00. This includes the sum of \$497,790.26 transferred to maintain the reserve. The excess of receipts over payments for the year was \$16,889,653.74.

Of the 90,350 contracts and certificates issued since the inception of the Act, 8,723 were cancelled, leaving in effect on March 31, 1943, 81,627 (Table III). Annuity was payable under 26,361 of these and annuity was still deferred under the remaining 55,266. The total amount of annuity payable under vested contracts was \$10,451,286.00, an average of \$396.00 per contract. The value of all outstanding annuities was \$190,298,479 of which \$118,631,536 was the value of vested annuities and \$71,666,943 the value of deferred annuities.

TABLE I.—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FISCAL YEARS

Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts		Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts	
		\$	cts.			\$	cts.
1909.....	66	50,391	31	1927.....	503	1,894,885	29
1910.....	566	434,490	89	1928.....	1,223	3,843,087	96
1911.....	1,069	393,441	40	1929.....	1,328	4,272,418	87
1912.....	1,032	441,600	60	1930.....	1,257	3,156,475	24
1913.....	373	417,135	50	1931.....	1,772	3,612,233	88
1914.....	318	390,886	72	1932.....	1,726	4,194,383	81
1915.....	264	314,765	29	1933.....	1,375	3,547,345	03
1916.....	325	441,696	09	1934.....	2,412	7,071,439	00
1917.....	285	432,272	40	1935.....	3,930	13,376,400	02
1918.....	187	332,792	01	1936.....	6,357	21,281,981	31
1919.....	147	322,154	23	1937.....	7,806	23,614,823	95
1920.....	204	408,718	78	1938.....	5,724	13,550,483	22
1921.....	195	531,800	45	1939.....	8,518	18,189,318	98
1922.....	277	748,159	73	1940.....	9,014	20,001,533	26
1923.....	339	1,028,353	07	1941.....	11,994	18,803,645	27
1924.....	409	1,458,818	92	1942.....	8,593	19,630,644	58
1925.....	486	1,606,822	03	1943.....	9,608	20,416,365	41
1926.....	668	1,938,921	17				
				Totals.....	90,350	212,150,685	67

TABLE II.—GOVERNMENT ANNUITIES FUND STATEMENT FOR YEAR ENDED MARCH 31, 1943

ASSETS	
Balance at credit of fund, April 1, 1942.....	\$ 172,911,035 00
Receipts 1942-3, less payments.....	16,889,653 74
Amount transferred to maintain reserve.....	497,790 26
Balance at credit of fund, March 31, 1943.....	\$ 190,298,479 00
LIABILITIES	
Value of all outstanding annuities (see Table III).....	\$ 190,298,479 00
RECEIPTS	
Immediate annuities.....	\$ 5,475,992 34
Deferred annuities.....	15,026,135 89
Interest at 4% to March 31, 1943.....	7,026,976 79
Total.....	\$ 27,529,105 02
PAYMENTS	
Vested Annuities.....	\$ 10,107,071 43
Commuted values.....	40,518 77
Premiums returned with interest.....	405,098 26
Premiums returned without interest.....	86,762 82
Total.....	\$ 10,639,451 28
Receipts less payments 1942-3.....	16,889,653 74
	\$ 27,529,105 02

TABLE III.—VALUATION, MARCH 31, 1943, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE.

Classification	Number of Contracts and Certificates	Amount of Annuity	Present Value of Annuities in Force
Vested—		\$	\$
Males.....	3,875	1,629,714	14,141,127
Females.....	7,786	2,669,610	27,199,325
Males guaranteed.....	4,055	1,934,308	21,641,805
Females guaranteed.....	7,151	2,723,367	35,220,709
Last survivor.....	2,185	899,621	11,726,717
Last survivor guaranteed.....	1,309	594,666	8,701,853
Total vested.....	26,361	10,451,286	118,631,536
Deferred contracts and certificates.....	55,266		71,666,943
Totals.....	81,627		190,298,479

ANALYSIS OF VESTED ANNUITIES

The statistical tables given below were compiled from data regarding vested contracts (those under which annuity was being paid) in Table III, in effect on March 31, 1943, exclusive of last survivor contracts. In Table IV (a) the number of contracts analysed was 22,867. This number included those under which, the life having failed during the guaranteed period, annuity certain was payable. From this table, which shows the distribution of contracts by *amount of annuity*, it may be found that 75.5 per cent of the annuities were for amounts under \$600, 14.9 per cent for \$600 but less than \$1,200 and 9.6 per cent for \$1,200 or over (those over \$1,200 having been issued prior to August, 1931). In Table IV (b) the number analysed was 21,996, which included all contracts on existing single lives. The classification was by sex and age of annuitant and showed the largest age group to be 60-69 for each sex, the arithmetic average of attained ages under all contracts being 65.9 years.

TABLE IV.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1943

(a) BY AMOUNT OF ANNUITY

Amount of Annuity	Number of Contracts	p.c.	Cumulative p.c.
Less than \$300.....	11,885	52.0	52.0
\$300 and less than \$600.....	5,367	23.5	75.5
\$600 and less than \$900.....	2,620	11.4	86.9
\$900 and less than \$1,200.....	809	3.5	90.4
Exactly \$1,200.....	2,054	9.0	99.4
Over \$1,200.....	132	0.6	100.0
Totals.....	22,867	100.0	

(b) BY SEX AND AGE OF ANNUITANT

Age Attained	Male		Female		Total		Cumulative p.c.
	Number of Contracts	p.c.	Number of Contracts	p.c.	Number of Contracts	p.c.	
Less than 40.....	125	1.7	371	2.5	496	2.2	2.2
40-49.....	297	4.0	807	5.6	1,104	5.0	7.2
50-59.....	1,334	17.8	2,707	18.6	4,041	18.4	25.6
60-69.....	2,977	39.8	5,500	37.9	8,477	38.5	64.1
70-79.....	2,138	28.6	3,994	27.5	6,132	27.9	92.0
80-89.....	560	7.5	1,084	7.5	1,644	7.5	99.5
90 and over.....	42	0.6	60	0.4	102	0.5	100.0
Totals.....	7,473	100.0	14,523	100.0	21,996	100.0	

VII. COMBINES INVESTIGATION ACT

The Combines Investigation Act, chapter 26 R.S.C., 1927, provides for the investigation of trade combinations, mergers, trusts and monopolies alleged to have operated to the detriment of the public through enhancing prices, fixing common prices, restricting competition, limiting production or otherwise monopolizing or restraining trade.

The extension of wartime trade control measures continued during the year under review as the national economy was more completely converted to the needs of war. Fields of industry and trade to which the Combines Investigation Act is applicable are subject to direct price and supply controls of the Wartime Prices and Trade Board, the Department of Munitions and Supply and other government wartime agencies. Accordingly matters which in times of peace would have been subjects for investigation under the Combines Investigation Act have been referred to and dealt with by the appropriate wartime authority. Certain other matters have been dealt with by preliminary examination under the Combines Investigation Act, but in view of these wartime conditions no extensive inquiries under the Act were proceeded with during the year. The Commissioner has continued to act also as a member and Enforcement Administrator of the Wartime Prices and Trade Board.

Proceedings were initiated by the City of Toronto during the year to claim fines imposed in the case of *The King v. Container Materials Limited et al*, which involved members of a combine of shipping container manufacturers. The claim of the City of Toronto was rejected by Mr. Justice Hope of the Supreme Court of Ontario on October 14, 1942, who held that the fines were payable to the Dominion of Canada. An appeal against the judgment was taken by the city to the Ontario Court of Appeal. In a judgment given on March 16, 1943, a majority of the court dismissed the appeal. Notice was given by the City of Toronto that an appeal would be taken to the Judicial Committee of the Privy Council.

VIII. EMPLOYMENT OFFICES CO-ORDINATION ACT

The final federal subventions paid under the Employment Offices Co-ordination Act (Chapter 57 of the Revised Statutes of Canada, 1927) were for the period April 1 to July 31, 1941, in accordance with uniform agreements which were concluded with all the provincial governments except that of Prince Edward Island.

Section 100 of the Unemployment Insurance Act, 1940, provided for the repeal of the Employment Offices Co-ordination Act by the Governor-in-Council by proclamation. Order in Council P.C. 497, January 19, 1943, provided authority for repeal by proclamation. The Proclamation was dated January 19, 1943, and was published in the *Canada Gazette*, February 13, 1943.

IX. THE UNEMPLOYMENT INSURANCE COMMISSION—THE EMPLOYMENT SERVICE AND UNEMPLOYMENT INSURANCE BRANCH

With the introduction of the National Selective Service Civilian Regulations, it became obvious that the Regulations tied in so closely with the work of public employment offices that the Department was faced with the alternatives of duplicating offices inaugurated under the Unemployment Insurance Commission or of utilizing those offices for the administration of National Selective Service Regulations.

Accordingly, "for the efficient administration of the said National Selective Service Regulations, 1942, and more particularly, to avoid duplication of services", by Order in Council P.C. 7994 of September 4, 1942, with the approval of the Unemployment Insurance Commission, control of the officers and other staff of the Unemployment Insurance Commission was placed at the disposal of the Minister of Labour for the duration of the war or until such earlier date as may be fixed by Order in Council, that is to say, the Minister of Labour was empowered to utilize for administrative purposes the field organization of the Unemployment Insurance Commission to carry into effect National Selective Service Civilian Regulations. The regional and local offices of the Unemployment Insurance Commission, thus transferred temporarily to the Department, are known as the Employment Service and Unemployment Insurance Branch.

General supervision of insurance matters, arising under the Unemployment Insurance Act, remains with the Unemployment Insurance Commission.

Due to the administration of National Selective Service Regulations, the process of establishing new offices and of appointing and training new personnel in the Employment Service and Unemployment Insurance Branch was speeded up considerably.

The Unemployment Insurance Commission has submitted a report on all activities of the Commission during the fiscal year, which will be published. This report also serves as the annual report of the Employment Service and Unemployment Insurance Branch of the Department.

X. REINSTATEMENT IN CIVIL EMPLOYMENT ACT

The War Measures (Civil Employment Reinstatement) Regulations of June 27, 1941, provided for the reinstatement of men discharged from the Armed Forces in their former employment. The Reinstatement in Civil Employment Act, 1942, requires employers of persons accepted for certain war services to reinstate such persons in employment at discharge, and, as far as possible under conditions not less favourable than those which would have been applicable to them had they remained in their employment. The Act applies to men or women on active service in the present war in the naval, military or air forces, the members of the Corps of (Civilian) Fire Fighters for Service in the United Kingdom, to persons called out for training or service under the National Resources Mobilization Act, and to merchant seamen who are British subjects and citizens of Canada and who were employed on a ship of any of the Allied Nations.

Three main obligations imposed upon an employer are:

- (1) to reinstate his former employee after discharge from the Armed Forces with full seniority rights, the period of service with the Armed Forces to count in determining pension rights and other benefits;
- (2) not to discharge an employee before he is accepted for the Armed Forces in order to evade the obligations of reinstatement;
- (3) not to discharge a reinstated employee without cause, the burden of proving good cause being upon the employer if the discharge occurs within six months of reinstatement.

In August, 1942, reinstatement privileges were extended to include any employed civilian induced or directed to other employment by a National Selective Service Officer and the National Selective Service Civilian Regulations of January, 1943, extended the same privileges to persons whose employment had been terminated by their employers under an Order of the Minister of Labour.

The Minister of Labour is responsible for the administration and enforcement of the Reinstatement in Civil Employment Act and these functions have been assigned to the Employment Service and Unemployment Insurance Branch with the Legal Division of that Branch to carry on this work.

XI. BRITISH COLUMBIA SECURITY COMMISSION

JAPANESE EVACUATION AND PLACEMENT

Provision for the establishment of the British Columbia Security Commission was made by Order in Council, P.C. 1665, March 4, 1942, and the members of the Commission and of the Advisory Board were appointed by Order in Council, P.C. 1666, of the same date.

The Commission, consisting of Major A. C. Taylor of Vancouver, Assistant Commissioner Mead of the R.C.M.P., and Assistant Commissioner Shirras of the British Columbia Provincial Police, was charged with the task of evacuating all persons of the Japanese race (over 21,000 persons) from certain strategic areas of British Columbia which had been declared "protected" by Order in Council, P.C. 365 of January 16, 1942, and of their settlement elsewhere.

Over 2,000 men were despatched at once to Mines and Resources road construction camps in the interior of British Columbia and in Northern Ontario. Subsequently, many of these were placed in commercial employment, but approximately 900 of the original number were still employed in the building of strategic highways in March, 1943.

From the coastal islands and the Northern Pacific coast, as well as from the Vancouver City area, 8,000 Japanese were gathered at Hastings Park assembly centre (Vancouver) and were sent inland by train. Thousands more were sent directly from their Fraser Valley homes to the interior of British Columbia, and 3,700 to the sugar beet areas in Alberta and Manitoba. Four hundred Japanese-Canadian men, mostly young, single men, worked in Ontario sugar beet areas from June to November, 1942.

By November, 1942, most of the Japanese had been evacuated from the restricted area. At least 5,000 persons consisting of individuals or family groups had left for self-supporting and individual employment projects in British Columbia or in various centres as far east as Montreal.

The Commission in June, 1942, faced the problem of establishing temporary Housing Centres for 12,000 Japanese in the interior of British Columbia, and decided to renovate abandoned buildings in old mining towns for this purpose, at Greenwood, Slocan, New Denver, Rosebery, Sandon and Kaslo. Two new towns were created at Tashme (near Hope) and Lemon Creek (near Slocan) on leased land.

With the removal of 100 invalid cases from Hastings Park to New Denver in March, 1943, evacuation was completed. On February 5, 1943, Order in Council, P.C. 946, dissolved the Commission and appointed its members, among others, to an Advisory Committee, and appointed Mr. George Collins of Winnipeg as Commissioner of Japanese Placement, under the direction of the Minister of Labour.

Dispersal of employable Japanese into employment in a wide range of occupations and in all provinces from British Columbia to Quebec has proceeded gradually since the summer of 1942. Almost 1,000 men were employed in commercial lumbering during the winter of 1942-43, and a similar number in British Columbia fuel cutting. It is planned to expand these operations in the next year. Over 5,000 Japanese men, women and children were employed in agriculture last summer, and this number has increased in 1943.

XII. RESEARCH AND STATISTICS BRANCH

Statistical and other information as to strikes and lockouts, changes in prices and the cost of living, industrial agreements and fatal industrial accidents is collected and compiled by the Research and Statistics Branch of the Department. The information is used in connection with the settlement of industrial disputes and negotiations for agreements as to wages and working conditions not only by conciliation officers of the Department and by Boards of Conciliation and Investigation under the Industrial Disputes Investigation Act, but also by employers and employees who obtain, on request, special compilations for this purpose. The Department also receives requests for such information from persons interested in the establishment or development of industries and from those engaged in the study of labour and social problems. The section of the work on wages, formerly constituting a unit of this branch, was transferred to the National War Labour Board following its appointment under an Order in Council passed on October 24, 1941.

With the expansion of the responsibilities of the Department of Labour resulting from the War and the necessary control of manpower, the Research and Statistics Branch has extended its own work. Under the Branch, as now constituted, old and new functions are co-ordinated. In addition to being responsible for the Occupational History Survey of the Armed Forces to ascertain the educational status, industrial experience and occupational preference of members of the forces, the Branch conducted as of January 30, 1943, the most complete survey of employment ever held in the Dominion of Canada. All employment with the exception of employment in regular government activities (Dominion, Provincial and Municipal), agriculture and domestic service was covered and all employers were asked to make returns giving the numbers of their employees by sex, marital status and age groups. As a result of this survey and additional supplementary studies, the total distribution of Canada's human resources as of January 30, 1943 was calculated with reasonable accuracy. The survey of employment is planned to be conducted on an annual basis during the continuance of the war. The accompanying table shows the result of the survey of employment as of January 30, 1943.

More effective planning for the control of Canada's manpower was also accomplished during the fiscal year. This required the preparation of a modern industrial classification manual under which all business establishments in Canada could be classified. The reports on employment were classified according to this industrial classification manual and the labour priority system was put into operation on this frame work.

In addition, plans for the improvement of the reporting system of the local National Selective Service offices were developed. These plans required reports on labour supply and demand by industry and by occupation. The Research and Statistics Branch compiles and analyses the weekly placement reports of the local National Selective Service offices and does a considerable volume of work for the Unemployment Insurance Commission including operating statistics in matters affecting employment. The results of the activities of the Branch are published in the *Labour Gazette* monthly.

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(Estimates are given in thousands)

N B.—Analyses not available for entries left blank.

N.B.—Analyses not available for entries left blank.

The estimates for January 30, 1943, are based largely on the Report on Employment Survey (DLR1); for June 1, 1941, on the population and agricultural censuses; and for August 31, 1939, on information such as the census of industry, the monthly data on employment statistics, etc.

PRICES AND THE COST OF LIVING

The official index of the cost of living in Canada, calculated by the Dominion Bureau of Statistics, and first published in September, 1940, has appeared month by month in the *Labour Gazette* since that date. This index replaces that formerly published by the Dominion Bureau of Statistics on the base year 1926 as 100 and that by the Department of Labour on the base year 1913 as 100. In addition, tables of retail prices of staple foods and fuel and the rates for rent for workmen's houses have been published regularly. The prices are the averages of those obtained in each city by the Dominion Bureau of Statistics, supplemented by information reported by *Labour Gazette* correspondents, particularly as to the prices of milk, bread, fuel and rent. Summary tables of the index numbers of wholesale prices in Canada, as well as tables of index numbers of prices in the principal countries throughout the world for which such figures are available have also been published. As a result of war conditions, information is now not available for certain countries.

The official index of the cost of living for Canada which is based on average prices during the period 1935 to 1939 as 100 was constructed to measure the changes in the cost of maintaining a constant budget over a considerable period of time. It is calculated from the prices as at the beginning of each month weighted by the quantities representing average family consumption as ascertained in a survey in 1938. Expenditure records were obtained from 1,439 families of wage earners and salaried workers with earnings between \$600 and \$2,800 in that year. A description of the cost-of-living index, how it is calculated, and the complete list of items included in each of the principal groups, food, fuel, rent, clothing, home furnishings, etc., with their weights is to be found in the *Labour Gazette*, July issue, 1943, page 1057. The control of prices under Order in Council P.C. 8527 of November 1, 1941, became effective on December 1, 1941. The Order provided that no person should sell any goods or supply services at prices higher than during the period September 15 to October 11, 1941, except under the regulations of the Wartime Prices and Trade Board. Under an Order in Council, November 21, 1941, the price ceiling was extended to rentals for all real property, the order to be administered by the Wartime Prices and Trade Board. Previously the Board had fixed maximum rentals for housing in a few cities only. The activities of the Board in the operation of the price control policy are summarized monthly in the *Labour Gazette* under the title Price Control in Canada.

The upward movement in the cost of living which commenced after the outbreak of war as indicated by the cost-of-living index showed a rise to 103.8 per cent on April 1, 1940, adjusted to the base 100.0 for August, 1939. On April 1, 1941, the adjusted index figure was 107.7. At the beginning of the fiscal year under review the adjusted index was 115.0. On April 1, 1943, the adjusted index was 116.7.

From October 1, 1941, the approximate basic date for price control, up to April, 1, 1943, the index rose from 114.6 to 116.7 or an increase of 1.8 per cent. For the comparable period during the last war, October, 1916, to April, 1918, the advance was 25.2 per cent.

The total increase in the cost-of-living index between August, 1939, and April, 1943, was 16.7 per cent. For the equal period during the last war, that is between July, 1914, and March, 1918, the advance was 44.3 per cent.

Foods advanced 29.6 per cent between August, 1939, and April, 1943; clothing 20.1 per cent; home furnishings and services 16.7 per cent; fuel and light 13.8 per cent; rent 7.2 per cent and the miscellaneous group 6.3 per cent.

The cost-of-living bonus provided for by the Wartime Wages Control Order (P.C. 5963, July 10, 1942, replacing P.C. 8253) must be based on the official cost-of-living index as adjusted to the base 100.0 for August, 1939.

The index number of wholesale prices in Canada calculated by the Dominion Bureau of Statistics and based upon average prices in 1926 as 100, rose from 72.3 for August, 1939, to 95.1 for March, 1942, and to 98.5 for March, 1943. The increase during the year under review, therefore, was 3.6 per cent and since the outbreak of the war was 36.2 per cent. Between August, 1939, and March, 1943, consumers' goods advanced 33.6 per cent and producers' goods 38.8 per cent. The increase in the general index between July, 1914, and February, 1918, the equal period during the last war, was 90.8 per cent.

It will be noted that the index of wholesale prices of consumers' goods has shown a greater percentage advance than the index of the cost of living. In addition to the fact that in periods of rapidly advancing prices, wholesale prices rise more quickly than do retail, there is the further fact that the items included in the two indexes are not the same and the weights assigned to similar items in the two calculations are different. Such important items as rent, rates for electricity, car fares, theatre admissions, various other services, etc., in which relatively little movement has been recorded are included in the cost of living index but not in the wholesale index. Also there are differences in the movement of the two indexes which are due to application of subsidies. In the case of milk the dealers' buying price remained unchanged but the dealers' selling price or the price to the consumer was reduced two cents per quart.

UNEMPLOYMENT IN TRADE UNIONS

The Department of Labour receives monthly reports from trade unions throughout the country, stating their membership and the number of members unemployed on the last day of each month. From these is calculated the percentage of the membership, covered by the reports, which was unemployed. These statistics are published monthly in the *Labour Gazette* for each province as well as by groups of industries.

Statistics for the fiscal year under review may be found in the May, 1943, issue of the *Labour Gazette* (pages 674-675).

INDUSTRIAL ACCIDENTS

During 1942 the Department continued its record of fatalities from accidents to workers during the course of their employment or arising out of it, or resulting from industrial diseases. Figures as to such fatalities, with information as to causes, were published quarterly in the *Labour Gazette*, and a summary for the calendar year 1942, together with a statistical analysis, appeared in the issue for March, 1943 (pages 409-418). As in previous years, information was obtained from the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., and from *Labour Gazette* correspondents and newspapers. Supplementary lists showing fatalities reported too late for inclusion in previous lists were also given.

Information concerning fatal industrial accidents in Canada during the first quarter of the year 1943 may be found in the May issue, 1943, of the *Labour Gazette* (pages 729-730).

In respect to non-fatal accidents, certain statistics covering the calendar year 1942 were published in the March, 1943, issue of the *Labour Gazette* (pages 417-419). The only comprehensive information as to these is from the Workmen's Compensation Boards in the various provinces, except in manufacturing, mining, and steam and electric railway operation in which accidents are dealt with by various governmental departments and commissions. In none of the provinces do the Boards have jurisdiction over accidents in all industries. Most

of the Boards deal with accidents in logging, mining, manufacturing, construction, transportation and public utilities, excluding agriculture, trapping, finance, domestic service, etc.

LABOUR ORGANIZATION IN CANADA

Most of the "local unions" in Canada are branches of trade unions, many of which are organizations having branches both in Canada and in the United States. The Canadian locals of these international unions are, in most cases, affiliated with either of two central Canadian bodies, the Trades and Labour Congress of Canada or the Canadian Congress of Labour. The Canadian locals which are branches of unions affiliated in the United States with the American Federation of Labor are affiliated with the Trades and Labour Congress and those which are branches of international unions affiliated in the United States with the Congress of Industrial Organizations are affiliated with the Canadian Congress of Labour. Each of the Canadian Congresses has affiliated with it also a number of purely Canadian organizations, either trade unions with branches in different places or merely local unions.

Of the international unions not affiliated with either of the Canadian Congresses the most important are the four railroad brotherhoods of engineers, firemen and engine-men, conductors, and trainmen. Most of the other railway employees' unions are affiliated with the American Federation of Labor and the Trades and Labour Congress of Canada, the principal exception being the Canadian Brotherhood of Railway Employees and Other Transport Workers which is the largest Canadian union and which is affiliated with the Canadian Congress of Labour.

The Canadian and Catholic Confederation of Labour with which are affiliated most of the National Catholic unions in the Province of Quebec, the Canadian Federation of Labour and the One Big Union are the other central bodies.

During 1942 the membership of trade unions in Canada reached an all-time high figure of 578,380. The number of trade union members reported at the end of 1942 was 116,699 higher than the number reported in 1941. This large increase occurred chiefly in established unions, old branches adding to their membership and new branches being set up. Of 3,426 branches and local unions on record in the Department at the end of 1942, 108 more than in 1941, reports were received from 2,997. In some cases membership returns for branches were received from the union headquarters.

The statement below shows the distribution of the membership among the main industrial groups in 1941 and 1942.

Group of Industries	Membership	
	1941*	1942
Metals.....	81,127	161,797
Printing, Pulp and Paper.....	29,758	35,462
Textiles, Clothing, Boots and Shoes.....	40,958	44,093
Mining and Quarrying.....	38,678	34,915
Building.....	44,777	49,790
Railroad Transport.....	90,330	105,377
Other Transport.....	44,861	40,700
Public and Personal Service.....	45,681	46,556
All Other Industries.....	45,511	59,690
Total.....	461,681	578,380

*The figures for 1941 in this table differ somewhat from those in the Thirty-first Annual Report of Labour Organization as several unions which were included under "All other trades and general labour" have been redistributed in their appropriate industrial groups.

The most striking increase occurred in metal industries in which union membership almost doubled during 1942. In this group unions of automobile and aircraft workers, machinists, steel workers, boilermakers and iron-ship builders more than doubled in membership. Unions of workers in printing, pulp and paper industries, in building and construction and in railway transport also increased substantially in membership. While a few of the large established unions in the clothing and shoe industries increased in membership, several unions of textile workers showed a decrease in membership. Unions of public employees increased substantially in membership during 1942, while most unions in personal service and amusement trades showed decreases. Considerable decreases were recorded also in unions in mining and quarrying industries and in transport, other than railways.

Of the 519,001 members reported by branches and local unions, 180,380 were in Ontario, 151,605 in Quebec, 72,602 in British Columbia, 33,485 in Nova Scotia, 24,128 in Alberta, 22,595 in Manitoba, 15,416 in New Brunswick, 9,715 in Saskatchewan and 347 in Prince Edward Island. Members not reported according to locality numbered 8,728, most of whom were railway telegraphers.

Montreal headed the list of cities with 92,276 trade union members, Toronto had 59,429, Vancouver, 49,444, Windsor, 19,956, Winnipeg, 17,908, and Quebec 12,695. In other places the number was less than 10,000.

Only 593 branches reported women members, the total being 51,383. It is probable that a considerable number of branches had female members but did not report them separately.

XIII. GENERAL ADMINISTRATION

THE LABOUR GAZETTE

One of the original functions of the Department of Labour, prescribed by Section 10 of the Conciliation Act of 1900 (now Section 4 of the Labour Department Act) was the publication of a *Labour Gazette*, to be issued monthly in English and French with a view to the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects. This material, factual in nature and free from the expression of individual opinions, was intended to be of service to workers and others desiring reliable data in regard to questions especially affecting labour and such topics as have a bearing on the status and well-being of the industrial classes of Canada.

The *Labour Gazette* made its first appearance in September, 1900. Since that date it has provided a continuous record of labour legislation, employment and unemployment, wages and hours of labour, trends in prices and the cost of living, industrial disputes, activities of labour organizations, etc., and has thus reflected the industrial, social and economic conditions prevailing in Canada during the last forty-three years.

Information is also gathered concerning facts in Great Britain, the United States, and other countries, which may have a bearing on conditions in Canada.

The average monthly distribution of the *Labour Gazette* during the calendar year 1942 was 12,933 (10,412 English and 2,521 French). This figure represents an increase of 1,599 copies as compared with the average monthly distribution of 1941. The average monthly paid circulation was 7,212 copies (an increase of 1,465 over 1941) of which 5,628 were of the English and 1,584 of the French edition.

A nominal subscription of 20 cents a year is charged, the purpose of the subscription being to keep the distribution within the limits of actual demand, rather than to meet the cost of production. In addition to the paid circulation, the *Labour Gazette* is issued gratuitously to certain public bodies and institutions, as well as to persons who from time to time supply information required by the Department. The average monthly distribution of complimentary copies was 5,721 of which 4,784 were of the English and 937 of the French edition. At the close of each year a limited number of volumes are bound, with a classified index, and sold to subscribers at \$2 a volume.

THE LIBRARY OF THE DEPARTMENT

The chief purpose of the library is to serve as an information centre for the officers of the Department, but subject to their requirements, its services are available to the general public and frequent use is made of its material by students and members of the staffs of Canadian universities and by others interested in labour problems. Books are sent by mail, wherever possible, to any persons wishing to borrow them, and special information and bibliographies are compiled when required.

The Department has a very complete collection of volumes, including periodicals, dealing with economic and social problems supplemented by books of reference and volumes on history and law. There is a valuable collection of publications of labour organizations and periodicals published in the interest of organized labour, and also a comprehensive collection on industrial combinations and related subjects. War conditions have interrupted, to some extent, exchange of publications with other countries but all publications of the International Labour Office are received by the library.

LABOUR LEGISLATION

The Department has published an annual report on Labour Legislation in Canada since 1915. In that year and in 1920, 1928, and 1937, the report took the form of a consolidation of all labour laws on the Dominion and Provincial statute-books at the end of those years. Reports for the other years cover only legislation enacted during the year except in the case of 1941 and 1942 which are covered by one volume. In addition, laws enacted by the Dominion Parliament and Provincial Legislatures are summarized in the *Labour Gazette* at the close of each session. Regulations issued under statutory authority and judgments of the courts in labour cases are also reviewed in the *Gazette*.

Printed or mimeographed bulletins dealing with particular classes of labour laws are issued from time to time. In April, 1942, a pamphlet was published giving the text of Orders in Council affecting labour which had been passed by the Dominion Government as a result of war conditions. A revised edition of this pamphlet will be published in June, 1943. In July of each year a comparative analysis is made of the Workmen's Compensation laws of the Canadian provinces.

INFORMATION DIVISION

At January 1, 1943, there was established the Information Division.

The functions of the Division comprise the preparation and issue of press releases on the policies and activities of the Department; control of publication of official announcements of the Department; and preparation of special articles on the Department's operations.

The work of the Division represents a consolidation of publicity functions of the several branches of the Department, including the Employment Service and Unemployment Insurance Branch, as well as of the National War Labour Board and National Selective Service.

XIV. RELIEF LEGISLATION

Although Relief Legislation expired March 31, 1941, there were certain expenditures for relief projects under the Appropriation Act 1942-43.

RELIEF SETTLEMENT

Although for the purpose of placing settlers, agreements with the provinces of Quebec, Manitoba and Alberta expired on March 31, 1942, the plan provided for assistance over a four-year period from date of settlement. Table 1 shows the disbursements made on claims rendered by the Provinces during the fiscal year 1942-43.

The Relief Settlement Plan was inaugurated under the provisions of the Relief Act 1932 when agreements were entered into with all the provinces with the exception of Prince Edward Island. Agreements were renewed under the Relief Act 1934 and 1935 to March 31, 1936. Further agreements with the Provinces of Quebec, Manitoba and Alberta were entered into under the provisions of the Unemployment Relief and Assistance Act 1936 and the Unemployment and Agricultural Assistance Act 1940.

Table 2 shows by provinces the Dominion expenditure under the Plan from its inception, the number approved for settlement to March 31, 1942, the abandonments and cancellations reported by the provinces and the number of settlers still on the land, as at March 31, 1943, classified by years of settlement.

REHABILITATION

Expenditures shown under this heading in Table 1 are delayed claims received from the provinces under agreements entered into under the provisions of the Unemployment and Agricultural Assistance Act of 1939 and 1940. In the case of the province of Ontario the agreement provided for assistance over a three-year period to March 31, 1942 and consisted of a Farm Rehabilitation Plan, the Dominion and the province each contributing 40 p.c. of the cost, and the municipalities concerned 20 p.c. In Manitoba and Alberta the projects initiated were described as Farm Chore Work and provided assistance to unemployed higher-aged persons.

QUEBEC SEWER PROJECT

The activities under this project which was inaugurated as a relief measure under the Unemployment and Agricultural Assistance Act 1940 were transferred to the Department of Public Works by Order in Council, P.C. 6131, from April 1, 1942. The expenditures prior to that date, however, were the responsibility of the Department of Labour, and the amount designated as expended in Table 1 for this undertaking represents commitments made prior to April 1, 1942.

DIRECT RELIEF

The amount designated in Table 1 as being for "Direct Relief" represents charges made by the provinces during prior years which had not been included in claims rendered to the Dominion. The Province of Alberta in a recent review of Unemployment Relief Expenditures discovered that there had been a misinterpretation of the Dominion-Provincial Agreement respecting Direct Relief for a period from April 1, 1930 to July 31, 1934 in respect to issues for Improvement Districts and indigent municipalities. This resulted in an additional claim on the Dominion of \$32,474.17 which was paid from the 1942-43 appropriation.

Disbursements made for Relief measures under the 1942-43 appropriation pertain wholly to commitments of previous years.

Table 1 includes a statement of expenditures for administrative purposes during the fiscal year under review.

SUPERVISION AND AUDIT OF EXPENDITURES

Provincial claims paid during the fiscal year 1942-43 have been subject to an audit by a representative of the Comptroller of the Treasury, at provincial headquarters.

TABLE No. 1.—ALLOTMENTS AND DISBURSEMENTS RELATING TO UNEMPLOYMENT RELIEF PROJECTS, FISCAL YEAR 1942-43

Vote 110 (1942-43)	Allotment	Payments to the Provinces				
Relief Projects	—	Quebec	Ontario	Manitoba	Alberta	Total
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Relief Settlement.....	278,100 00	128,163 15		15,059 64	2,764 36	145,987 15
Rehabilitation.....	19,400 00		2,767 33	1,195 02	16 00	3,978 35
Quebec Sewer.....	93,000 00	55,346 94				55,346 94
Direct Relief.....	33,000 00			78 19	32,474 77	32,552 96
Totals.....	423,500 00	183,510 09	2,767 33	16,332 85	35,255 13	237,865 40

Vote 111 Administration	Allotment	Expenditures
	\$ cts.	\$ cts.
Salaries.....	3,000 00	900 00
Printing and Stationery.....	1,015 00	624 82
Communications.....	25 00	5 37
Travelling Expenses.....	2,000 00	713 78
Totals.....	6,040 00	2,243 97

TABLE No. 2.—RELIEF SETTLEMENT PLAN AS AT CLOSE OF THE FISCAL YEAR ENDING MARCH 31, 1943

Dominion Payments		Approvals—All Agreements			Abandonments and Cancellations—All Agreements			Still on the Land													
		No. of Settler Families			No. of Settler Families			Families and Year of Settlement													
		No. of Settler Families	No. of De-pendents	Total In-dividuals	No. of Settler Families	No. of De-pendents	Total In-dividuals	1932	1933	1934	1935	1936	1937	1938	1939	1940	1941	1942	Total Families	Total De-pendents	Total In-dividuals
	\$ cts.																				
Nova Scotia.	54,006 99	343	1,811	2,154	140	752	892	55	38	75	35								203	1,059	1,262
Quebec.....	1,431,497 60	6,097	27,698	33,795	1,460	6,062	7,522	343	173	136	4		579	1,091	869	872	552	18	4,637	21,636	26,273
Ontario.....	104,843 24	606	2,384	2,990	177	677	854	134	119	171	5								429	1,707	2,136
Manitoba.....	380,935 15	1,692	6,819	8,511	953	3,541	4,494	50	82	61	74	66	107	139	113	26	18	3	739	3,278	4,017
Saskatchewan.....	166,898 67	939	3,665	4,604	180	699	879	305	94	380									759	2,966	3,725
Alberta.....	213,062 42	1,092	4,056	5,148	575	1,980	2,555	13	120	89	33	7	35	85	88	35	12		517	2,076	2,593
British Columbia..	10,088 66	52	233	285	19	83	102		33										33	150	183
Totals...	2,361,332 73	10,821	46,666	57,487	3,504	13,794	17,298	900	659	892	151	73	721	1,315	1,070	933	582	21	7,317	32,872	40,189

XV. INTER-DEPARTMENTAL COMMITTEES

The Department of Labour is represented on several Inter-departmental Committees and Boards which have been established where matters of policy involve several Government departments. These Committees and Boards are listed below:

Advisory Committee on Economic Policy.

Advisory Committee on Demobilization and Rehabilitation and sub-committees thereof.

Awards Co-ordination Committee.

Committee on Restriction and Detention.

Cost of Living Index Technical Committee.

Housing Co-ordination Committee.

The Inter-departmental Committee on Labour Management Production Committees.

Labour Priorities Committee.

The National Joint Conference Board of the Construction Industry.

Publicity Co-ordination Committee.

Unemployment Insurance Investment Committee.

Wartime Information Board.

Wartime Prices and Trade Board.

The Department is also represented on the Governing Body of the International Labour Office.

XVI. COMMITTEES ASSISTING THE DEPARTMENT OF LABOUR

The Department of Labour is assisted greatly by the following Committees and Boards on which both trade unions and employers are represented:

The National Selective Service Advisory Board.

The Consultative Committee of the Minister of Labour.

The Vocational Training Advisory Council.

The Advisory Council to the Inter-Departmental Committee on Labour-Management Production Committees.

The National War Labour Board (Advisory) Committee.

The following Committees, set up under the Unemployment Insurance Act, also having representation from trade unions and employers, likewise assist the Department:

The Unemployment Insurance Advisory Committee.

The National Employment Committee.

Five Regional Employment Advisory Committees.

Forty-two local Employment Advisory Committees.

Thirty Courts of Referees under the Unemployment Insurance Act
(these Courts also pass on appeals taken under National Selective Service Civilian Regulations).

In addition to representatives of provincial governments, the Canadian Welfare Council, farmers and veterans on one or more of the Committees and Boards listed above, several of the Committees, notably Regional Employment Advisory Committees and Local Employment Advisory Committees, include leading citizens who devote considerable time and effort to the work of the Committees.

The Department benefits materially from the work of these various bodies and is deeply appreciative of the co-operation of the trade unions, employers' groups and other interests, as well as that of the representative citizens themselves who serve on these bodies, all of which makes possible the organization of these representative Committees and the services they render.

XVII. INTERNATIONAL LABOUR ORGANIZATION

Canada has been a member of the International Labour Organization since it was created by the Treaties of Peace in 1919 as a branch of the League of Nations. Established to promote international peace and social justice through the improvement of labour conditions, the Organization consists of three parts: (1) the International Labour Conference; (2) the Governing Body; and (3) the International Labour Office. Both the Governing Body and the Conference are tripartite: governments, employers and workers are represented. The Conference adopts minimum standards for labour legislation in the form of Draft Conventions to be ratified by member States or of Recommendations to guide their legislative action. A total of 67 Conventions and 66 Recommendations have been adopted to date and there are 884 ratifications by more than 50 countries. Canada has ratified nine of the Conventions. Further information concerning the constitution of the International Labour Organization and Canadian action on the Conventions was given in the Annual Report of the Department for 1941-42, pp. 39-42.

When war conditions made it impossible for the International Labour Office to carry on at Geneva, it was moved to Montreal at the invitation of the Canadian Government. The annual meetings of the Conference and the quarterly meetings of the Governing Body had to be suspended during the war, but a special session of the Conference was held in the fall of 1941 at New York and Washington, and the Governing Body has met twice since outbreak of the war. In the intervals, the administration of the Organization has been carried on by an Emergency Committee set up by the Governing Body in February, 1939, and reconstituted in November, 1941. Canada's representative on the Governing Body holds a seat on the reconstituted Committee and Mr. Tom Moore is a substitute member for the workers. Dr. Bryce M. Stewart, Deputy Minister of Labour, represented Canada on the Governing Body until December, 1942, when he was succeeded by Mr. V. C. MacDonald, Assistant Deputy Minister of Labour, after Dr. Stewart had left the Department.

During the fiscal year, April 1, 1942, to March 31, 1943, Canadians participated in one meeting of the Emergency Committee of the Governing Body, an Inter-American Conference on Social Security and a session of the Joint Maritime Commission. In addition, two more meetings in the series of Canadian-American conferences on manpower problems were held under the auspices of the International Labour Organization and the Canadian and American members of the International Labour Organization Correspondence Committee on Accident Prevention met in New York.

INTER-AMERICAN CONFERENCE ON SOCIAL SECURITY

The first Inter-American Conference on Social Security was held in Santiago de Chile from September 10 to 16, 1942. Canada was represented by the Honourable W. F. A. Turgeon, Canadian Minister to Chile and Argentina, and Mr. M. J. Vechsler, Canadian Government Trade Commissioner in Chile. The Conference was under the auspices of the Inter-American Committee to promote Social Security formed at Lima, Peru, in December, 1940, on the initiative of the Peruvian Government and with the co-operation of the International Labour Office. Attending the Conference were delegates from 18 Latin-American countries, Canada, the United States and Mexico, the Governing Body of the International Labour Organization and the Pan-American Sanitary Bureau. The Conference issued the "Declaration of Santiago de Chile" in which belief

was expressed in organized social action to abolish poverty and insecurity. A number of resolutions on social insurance were passed to supplement those adopted by the First and Second Labour Conferences of American countries belonging to the International Labour Organization in 1936 and 1939. In addition, it was decided to establish a permanent agency called the Inter-American Conference on Social Security to act in concert with the International Labour Office and to carry on the work of the Conference and provide means for technical co-operation between social security institutions and administrators. Membership will be open to representatives of governments, institutions and associations concerned with social security. A permanent Inter-American Committee on Social Security was also provided for in the Statute governing the Conference. Meantime, a provisional committee was set up to act until the Permanent Committee is established.

MEETING OF THE EMERGENCY COMMITTEE

The fifth session of the Emergency Committee of the Governing Body was held in London from April 20 to 24, 1942. Canada was represented by the Right Honourable Vincent Massey, Canadian High Commissioner in London, or in his absence by Mr. David Johnson of the staff of the High Commissioner's Office, as Dr. Bryce M. Stewart, the Canadian representative on the Governing Body, was unable to leave his duties in Canada. The Committee considered plans for implementing the resolutions on post-war reconstruction adopted by the International Labour Conference at the New York meeting in 1941. It decided to set up an international advisory committee of men of wide experience in social and economic planning to advise the International Labour Organization "on the economic provisions that should be included in the post-war settlement to implement the social objectives of the Atlantic Charter." In addition, it approved arrangements to finance research on post-war problems and authorized the making of special studies on public works policy, migration, agriculture and the textile industry. Plans were made for co-operation with other international agencies concerned with social and economic problems and for co-ordinating the work of national reconstruction agencies. It was also decided that the seats of the employer and worker members of the Governing Body who could not be reached during the war would be filled by the available substitute members and that Mr. H. W. Macdonnell, Secretary of the Industrial Relations Committee of the Canadian Manufacturers' Association, would be specially appointed to fill the one seat in the employers' group for which no substitute member was available.

CANADIAN-AMERICAN CONFERENCES

The sixth and seventh in the series of meetings sponsored by the International Labour Organization between representatives of the governments, employers and workers of Canada and the United States to discuss wartime labour problems were held during the fiscal year. These conferences were inaugurated in Montreal early in 1941 and subsequent meetings have been held alternately in Montreal and New York. The sixth meeting, held on August 29, 1942, in Montreal, considered problems of labour supply and transference, and at the seventh, in New York on February 13 and 14, 1943, labour-management co-operation in organizing labour supply for war production and current developments in manpower policies in the United States and Canada were discussed. Many of the Canadians who attended the Conferences were mem-

bers of the National Selective Service Advisory Board. In addition to Government delegates representing the Department of Labour and other interested departments, the following workers' and employers' representatives attended the Conferences:—

Sixth Conference, Montreal, August 29, 1942:—

Employers' representatives: H. W. Macdonnell, Canadian Manufacturers' Association; Gilbert Jackson, Sentinel Securities of Canada Limited, Toronto; H. Taylor, Canadian National Carbon Company Limited, Toronto.

Workers' representatives: John A. Bell, Order of Railroad Telegraphers, Toronto; W. Dunn, Toronto District Labour Council, Toronto; A. R. Mosher, Canadian Congress of Labour, Ottawa; Gérard Picard, Confederation of Catholic Workers of Canada, Quebec.

Seventh Conference, New York, February 13 and 14, 1943:—

Employers' representatives: A. C. Thompson, Canadian Manufacturers' Association; A. Deschamps, Builders Exchange, Montreal; Gilbert Jackson, Sentinel Securities of Canada Limited, Toronto; H. Taylor, Canadian National Carbon Company Limited, Toronto.

Workers' representatives: J. A. D'Aoust, Trades and Labour Congress of Canada, Ottawa; Ernest Ingles, International Brotherhood of Electrical Workers; Eugene Forsey, Canadian Congress of Labour, Ottawa; W. Dunn, Toronto District Labour Council, Toronto; J. A. McClelland, International Association of Machinists; A. R. Mosher, Canadian Congress of Labour, Ottawa.

CORRESPONDENCE COMMITTEE ON ACCIDENT PREVENTION

The Canadian and United States members of the International Labour Organization Correspondence Committee on Accident Prevention, which held its last regular session in 1937, met in New York on December 15 and 16, 1942. Drafts of a model safety code for factories and of monographs on safety in dock work and in the installation and use of abrasive wheels were considered. The Canadians attending were Lt. Col. Arthur Gaboury, General Manager, Quebec Association for the Prevention of Industrial Accidents, Montreal, and Mr. R. B. Morley, General Manager, Industrial Accident Prevention Associations, Toronto.

SEAMEN

Shipowners and seamen from 15 countries attended the twelfth session of the Joint Maritime Commission in London from June 26 to 30, 1942, to discuss wartime conditions of merchant seamen. Canadian shipowners were represented by Mr. Percy A. Clews, Shipping Federation of Canada. The last session had been held in 1936.

The Joint Maritime Commission was established in 1920 by the Governing Body of the International Labour Organization to advise it on questions relating to seamen. The Commission consists of representatives of shipowners and seamen in the principal maritime countries. At its recent session resolutions were adopted urging Governments to ratify the International Labour Conventions relating to seamen, to increase safety provisions for seamen in wartime, to centralize administration and financing of welfare schemes for seamen and to see that conditions of employment of Chinese, Indian and African seamen compare favourably with those of western seamen.

To protect Canadian seamen from wartime risks, the Department of Transport had issued in 1942 supplementary regulations relating to life-saving appliances, fire-extinguishing equipment and bilge-pumping arrangements in ships. These additional regulations were subsequently amended to bring them into conformity with the recommendations of the Joint Maritime Commission. The Canadian regulations for the protection against accident of workers employed in loading or unloading ships were also amended during the year to require posting of the regulations at the workplace in order to bring them into conformity with the International Labour Convention of 1932 on this subject.

During the year a series of articles on "The War and Merchant Seamen" was published by the International Labour Office. Part I was on the subject of indemnities and compensation for unemployment, loss of effects or detention due to war conditions and mentioned the Canadian arrangements providing for such eventualities. Part III dealt with the organization of seamen's welfare in Canada and Part IV entitled "Continuity of Service" had a section on seamen's manning pools in Canada.

XVIII. NATIONAL WAR LABOUR BOARD

Provision for the payment of a cost-of-living bonus was made under the wages stabilization policy of the Government to compensate workers for increases in the cost of the necessities of life. Order in Council P.C. 7440 of December 16, 1940, amended in June, 1941, prescribed for industries under the Industrial Disputes Investigation Act and recommended the same policy for other industries. This Order was replaced by Order in Council P.C. 8253, October 24, 1941, called the "Wartime Wages and Cost of Living Bonus Order", which, as amended, extended the provisions embodied in Order in Council P.C. 7740 to cover substantially all employers and employees and provided for the establishment of the National War Labour Board and Regional War Labour Boards. Since that time the National War Labour Board has administered the wages stabilization policy of the Government. Order in Council P.C. 8253 was in turn replaced by the Wartime Wages Control Order (Order in Council P.C. 5963, July 10, 1942, amended by Order in Council P.C. 11096, December 8, 1942, Order in Council P.C. 1141, February 11, 1943, and Order in Council P.C. 2370, March 23, 1943). The latter Order as amended is now in effect, and it applies with designated exceptions, to all employers in respect to all employees who are paid at the rate of less than \$175 per month and those receiving in excess of this amount but who are not above the rank of foreman or comparable rank.

Subject to the conditions provided for quarterly adjustments, for each rise of one point in the cost-of-living index as ascertained by the Dominion Bureau of Statistics, adjusted to the base August, 1939, as 100, the bonus must be increased by 25 cents per week in the case of adult male employees and of other employees receiving \$25 per week or more, and by 1 per cent of the basic weekly wage rate in the case of men under 21 years of age and women who receive less than \$25 per week.

An employer may not decrease a wage rate or range of wages rates in effect on November 15, 1941, and, except with the authorization of the National Board, he may not increase any such rate or range of rates. Authorization is also necessary before he may convert rates calculated on a time or commission basis to rates calculated on an incentive basis or vice versa. Special authorization is unnecessary, however, if the rate is raised or lowered within the limits of a range in effect on November 15, 1941, or upon the promotion or demotion of a worker to an occupational classification established on or before that date.

A cost of living bonus was payable under the Wages and Cost of Living Order and continues to be payable under the Wartime Wages Control Order. The bonus is adjustable, upon a change, quarterly in accordance with orders issued by the National War Labour Board. Orders were issued by the Board on May 6, August 4, November 4, 1942 and on February 4, 1943. The orders dated May 6, November 4, 1942, and February 4, 1943, provided that there would be no change in existing bonus arrangements, because the cost of living index had not risen by one point since the bonus had last been raised. The index, as of July 2, 1942, however, had risen by 2.4 points above the index of Oct. 1, 1941, and it was provided by the Order of August 4, 1942, that persons receiving a flat-rate bonus would have it increased by 60 cents per week while in the case of persons whose bonus was calculated as a percentage of their weekly rates the percentage would be increased by 2.4. The total bonus, however, could not exceed \$4.25 per week for the former class or 17 per cent of weekly wages for the latter, but employers paying amounts in excess of this could continue to pay such amounts. Persons who previously had not been receiving a bonus would receive 60 cents per week or 2.4 per cent of wages depending on the type of bonus for which they were eligible.

A co-operative scheme has been arranged between the National War Labour Board and the Unemployment Insurance Commission in all provinces other than Quebec to enforce the wage stabilization policy and in the Province of Quebec a Parity Committee.

In some cases, where the problem of wage adjustment was particularly complex or where exceptions to the general policy were necessary, special Orders in Council have been passed.

Employees of the Dominion Government are not included under the War-time Wages Control Order which has been administered by the National War Labour Board, but they are covered by special regulations issued and administered by the Treasury Board in respect to cost-of-living bonus.

By Order in Council P.C. 9298 of November 27, 1941, "The Wartime Salaries Order" stabilized salaries at the level in effect as at November 7, 1941. The Order, as amended by Order in Council P.C. 946 of February 6, 1942, was replaced by "The Wartime Salaries Order", Order in Council P.C. 1549, February 27, 1942.

The Order applies to all persons above the rank of foreman or comparable rank. A person receiving less than \$175 per month is deemed not to be above that rank, and a person receiving \$250 per month or more is deemed to be above it, unless it is clear, from the nature of his duties, that he is not. Cases occasioning doubt as to the application of the Order are decided by the National or appropriate Regional War Labour Board. The Wartime Salaries Order, however, is administered by the Wartime Salaries Controller.

The National War Labour Board which had been appointed on October 24, 1941, was reconstituted in February, 1943, a Board consisting of three members replacing a Board of twelve members. The Chairman of the National War Labour Board as at first constituted and who subsequently became Minister of Labour retired at this time from the Chairmanship of the Board. The Honourable Mr. Justice C. P. McTague was appointed Chairman of the new Board, the other two members being the Honourable J. J. Bench, K.C. and Mr. J. L. Cohen, K.C. Technical advisors and a national war labour committee were appointed to consult with and advise the newly constituted Board. Under the Order which first established the War Labour Board, the Board was set up with independent powers with respect to those matters coming within its purview and this was continued under the Order which reconstituted the Board.

WAGES AND HOURS OF LABOUR

Information concerning wages and hours of labour is secured annually from employers and from labour organizations, and from time to time in connection with strikes and lockouts; arbitration, conciliation and mediation in industrial disputes; proceedings under the Industrial Disputes Investigation Act; preparation of fair wages schedules, etc. Reports from representative employers are requested showing the rates of wages for the principal classes of labour in their employ, hours of work per day and per week, particulars of any shift operations, rates of pay for overtime work, Sundays and holidays. Information regarding other conditions of employment is also requested, such as production and cost-of-living bonuses, welfare plans, annual vacation and sick leave with pay; as well as copies of any collective agreements in effect. Trade unions are also requested to furnish data as to wages, hours of labour and working conditions, also copies of agreements with employers.

Since its establishment the Department has collected so far as possible, copies of collective agreements between employers and workers' organizations. These are printed in summary form in the *Labour Gazette*. Files of agreements are maintained for reference.

Report No. 25 in the series on Wages and Hours of Labour (Supplement to the *Labour Gazette*, for October, 1942) contained figures for 1929, 1940 and 1941 and also for certain years back to 1920 in the case of building trades, metal trades, printing trades, electric railways and steam railways. The table of index numbers of rates of wages on the base (1935-39=100) showed changes in wage levels of certain groups of trades and industries from 1901 to 1941 and for certain other groups from 1911, 1913, and 1920 to 1941. The group index numbers were weighted by the approximate number of workers in each group.

The collection and compilation of wage statistics were transferred to the National War Labour Board early in 1942. No report in the series on Wages and Hours of Labour in Canada was issued for the year 1942 but according to the annual survey completed by the National War Labour Board for the year 1942 general wage rates in Canada reached their highest level in the last forty-two years.

The accompanying table of index numbers of rates of wages contains figures showing changes in wages for some of the main occupational and industrial groups from 1901 to 1942, and for certain other groups from 1911, 1913 and 1920 to 1942. The purpose of the table is to show the general trend of the movement in wage rates. The base period used (wage rates in 1935-39 as 100) is the same as that used for the official cost of living index number issued by the Dominion Bureau of Statistics, thus making possible direct comparisons between numbers in both series.

The general wage index number for all of the industries covered by the calculation in 1942 was 127.5 as compared with 119.2 in 1941, an average increase of 7 per cent. This in turn compares with an increase of 10 per cent in 1941 over 1940, and 3 per cent in 1940 over 1939. The percentage increase in wages from 1939 to 1942 was approximately 21 per cent. For the same period the cost-of-living index advanced 17 per cent.

By occupational or industrial groups in order of appearance in the table, the percentage increases in 1942 over 1941 were as follows: Building Trades 6.0, Metal Trades 5.8, Printing Trades 4.8, Electric Railways 7.8, Steam Railways 1.8, Coal Mining 4.6, Common Factory Labour 8.6, Miscellaneous Factory Trades 8.7, Logging and Sawmilling 11.0, Metal Mining 6.9, Steamships 12.4 Laundries 10.3, and Telephones 5.2 per cent.

The wage data (including cost of living bonus), on which the above calculations are based were collected for June, 1942, but the compulsory cost-of-living bonus payable in August (60 cents per week or 2.4 points according to the type of bonus payable) was included.

For details regarding the calculation of the index numbers of wage rates, refer to Report No. 25—*Wages and Hours of Labour in Canada*, page 14.

INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR IN CANADA 1901-42

(Rates in 1935-39=100)

NOTE.—Rates include cost of living bonus where reported.

Year	Building Trades (a)	Metal Trades (b)	Printing Trades (c)	Electric Railways (d)	Steam Railways (e)	Coal Mining (f)	Common Factory Labour (g)	Miscellaneous Factory Trades (g)	Logging and Saw-milling (g)	Metal Mining (g)	Steam-ships	Laundries	Tele-phones	GENERAL AVERAGE WEIGHTED (h)
1901.....	36.5	37.8	32.0	33.7	35.4	48.8	.....	.....	55.7	62.9	48.3	.....	.....	40.1
1902.....	38.9	38.7	32.8	35.8	37.0	49.4	.....	.....	57.1	63.3	48.5	.....	.....	42.1
1903.....	40.8	40.4	33.3	37.5	38.6	50.3	.....	.....	58.4	61.2	48.3	.....	.....	43.6
1904.....	42.2	41.9	35.2	38.5	39.5	50.2	.....	.....	59.4	59.7	48.9	.....	.....	44.5
1905.....	44.2	43.4	36.5	38.7	38.3	50.9	.....	.....	61.5	60.3	49.2	.....	.....	45.4
1906.....	46.5	44.0	38.4	40.0	40.8	51.6	.....	.....	63.6	64.2	50.0	.....	.....	47.3
1907.....	48.5	45.4	41.7	42.9	41.6	55.2	.....	.....	65.2	63.4	51.1	.....	.....	48.8
1908.....	49.3	46.7	42.8	43.1	44.3	55.9	.....	.....	63.9	64.4	52.4	.....	.....	49.9
1909.....	50.3	47.5	44.4	42.8	44.4	56.1	.....	.....	67.2	65.0	53.1	.....	.....	50.9
1910.....	52.6	49.0	46.7	45.2	46.3	55.6	.....	.....	69.3	64.2	53.2	.....	.....	52.5
1911.....	54.6	50.2	48.8	46.4	49.2	57.5	49.9	47.7	70.7	64.9	54.0	.....	.....	51.8
1912.....	58.1	52.6	51.1	48.7	50.3	58.0	51.6	48.6	73.0	68.2	55.1	.....	.....	53.5
1913.....	60.5	53.2	53.2	52.7	51.4	59.0	52.6	50.0	73.9	67.1	57.2	47.8	.....	54.9
1914.....	61.0	55.4	54.5	53.2	52.4	60.1	53.1	51.6	70.6	67.2	58.1	.....	.....	55.6
1915.....	61.4	56.0	55.1	51.6	52.3	60.4	53.1	53.1	68.0	68.1	59.4	48.3	.....	56.0
1916.....	62.0	59.0	56.3	53.9	54.4	65.9	58.0	57.6	79.3	75.2	60.4	51.6	.....	59.9
1917.....	66.5	70.6	59.2	60.4	64.0†	77.2	67.9	64.0	100.5	83.4	71.0	57.8	.....	68.7
1918.....	76.2	85.6	65.8	75.3	81.2	93.1	80.1	73.4	114.6	96.5	86.5	66.7	.....	80.7
1919.....	89.7	99.3	77.6	86.1	94.6	100.6	94.7	90.1	131.2	90.9	95.4	76.4	.....	94.8
1920.....	109.5	115.5	97.9	102.4	113.6	116.6	113.2	108.5	148.7	105.8	115.7	89.7	95.1	112.7

† Including some increases effected near the end of the year.

(a) Seven trades from 1901 to 1920, eight from 1921 to 1926, nine from 1927 to 1942; 13 cities to 1927, 14 cities to 1930, thereafter 31 to 42 cities.

(b) Five trades from 1901 to 1926, four from 1927 to 1942.

(c) Two trades from 1901 to 1920, four for 1921 and 1922, two for 1923 and 1924, six from 1925 to 1942.

(d) Two classes from 1901 to 1923, five classes 1924 to 1942; from 1901 to 1930, 13 cities; thereafter 35 decreasing to 24.

(e) Twenty-three classes from 1901-1940; 60 classes 1941 and 1942.

(f) Four classes 1901 to 1920, twelve classes 1921 to 1942.

(g) The number of samples (and industries) increased from time to time since 1920; machine operators, helpers, etc., also included.

(h) Weighted according to average number of workers in each group in 1921 and 1931 except metal mining where years 1921, 1931 and 1938 were used.

INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR IN CANADA 1901-42—Concluded

(Rates in 1935-39=100)

NOTE.—Rates include cost of living bonus where reported.

Year	Building Trades (a)	Metal Trades (b)	Printing Trades (c)	Electric Railways (d)	Steam Railways (e)	Coal Mining (f)	Common Factory Labour (g)	Miscellaneous Factory Trades (a)	Logging and Saw-milling	Metal Mining	Steamships	Laundries	Telephones	GENERAL AVERAGE WEIGHTED (h)
1921.....	103.2	103.0	102.9	101.3	100.7	122.9	100.2	101.1	112.9	97.9	105.6	99.0	94.6	102.7
1922.....	98.4	95.8	102.3	97.2	94.8	116.7	96.2	94.6	92.6	90.5	95.4	99.9	89.9	95.9
1923.....	100.7	96.0	100.5	98.2	95.8	113.5	95.5	98.1	107.1	94.5	100.7	101.3	91.3	98.6
1924.....	102.7	96.8	102.1	98.3	95.8	113.5	96.3	98.8	107.8	94.6	99.2	101.6	91.8	99.8
1925.....	103.1	96.7	102.6	99.0	95.8	98.9	97.9	97.8	107.8	95.9	99.4	100.7	91.8	98.8
1926.....	104.2	97.8	102.9	99.3	95.8	98.8	98.5	98.4	108.4	95.8	99.2	101.6	92.5	99.4
1927.....	108.5	98.2	103.8	100.1	102.0	99.1	98.7	99.7	109.5	95.9	100.4	102.5	94.2	101.5
1928.....	112.3	99.3	105.5	102.3	102.0	99.6	98.4	100.5	110.9	95.8	101.1	103.3	96.0	102.7
1929.....	119.6	101.8	107.7	104.7	105.0	99.6	98.7	101.1	110.5	96.4	105.7	103.5	97.1	104.5
1930.....	123.0	102.9	108.2	105.1	105.0	99.9	98.9	101.2	109.2	96.5	106.9	103.7	97.6	105.2
1931.....	118.5	100.9	102.2	104.7	102.4†	99.9	96.4	98.7	92.6	95.2	102.3	103.2	97.9	101.7
1932.....	107.9	96.4	103.4	100.7	94.6	96.8	91.3	92.2	76.7	92.2	95.1	100.7	91.3	94.5
1933.....	95.6	93.3	98.1	96.3	92.4	95.5	88.4	87.9	66.0	91.1	89.3	98.6	90.6	89.6
1934.....	93.7	92.7	97.7	96.2	89.3	96.1	89.8	90.3	74.9	93.4	88.6	97.7	96.6	90.5
1935.....	96.7	93.6	98.2	96.8	94.6	97.8	92.0	92.2	82.3	95.2	89.2	98.2	95.9	93.1
1936.....	97.3	93.8	98.6	97.8	94.6	97.9	94.5	94.4	90.5	97.6	90.6	98.7	96.7	94.8
1937.....	100.1	103.4	99.9	100.4	100.8	98.4	102.8	101.9	104.6	101.9	101.2	100.0	101.6	101.8
1938.....	102.5	104.4	101.5	102.1	105.0	102.9	105.0	105.2	112.0	102.4	109.0	101.4	102.8	104.9
1939.....	103.3	104.7	101.9	102.7	105.0	102.9	105.9	106.0	110.5	102.8	110.0	101.7	103.1	105.3
1940.....	105.7	108.3	103.6	105.6	105.0	104.0	109.5	110.6	114.2	103.5	115.5	103.1	104.1	108.4
1941.....	111.7	119.0	108.6	113.7	117.7	116.6	122.4	122.5	125.6	113.2	126.9	110.2	114.5	119.2
1942.....	118.4	125.9	113.8	122.6	119.8	122.0	132.9	133.2	139.4	121.0	142.6	121.6	120.5	127.5

† Including a 10 per cent decrease for certain classes toward the end of the year.

(a) Seven trades from 1901 to 1920, eight from 1921 to 1926, nine from 1927 to 1942; 13 cities to 1927, 14 cities to 1930, thereafter 31 to 42 cities.

(b) Five trades from 1901 to 1926, four from 1927 to 1942.

(c) Two trades from 1901 to 1920, four for 1921 and 1922, two for 1923 and 1924, six from 1925 to 1942.

(d) Two classes from 1901 to 1923, five classes from 1924 to 1942; from 1901 to 1930, 13 cities; thereafter 35 decreasing to 24.

(e) Twenty-three classes from 1901 to 1940; 60 classes 1941 and 1942.

(f) Four classes 1901 to 1920, twelve classes 1921 to 1942.

(g) The number of samples (and industries) increased from time to time since 1920; machine operators, helpers, etc., also included.

(h) Weighted according to average number of workers in each group in 1921 and 1931 except metal mining where years 1921, 1931 and 1938 were used.

FAIR WAGES POLICY

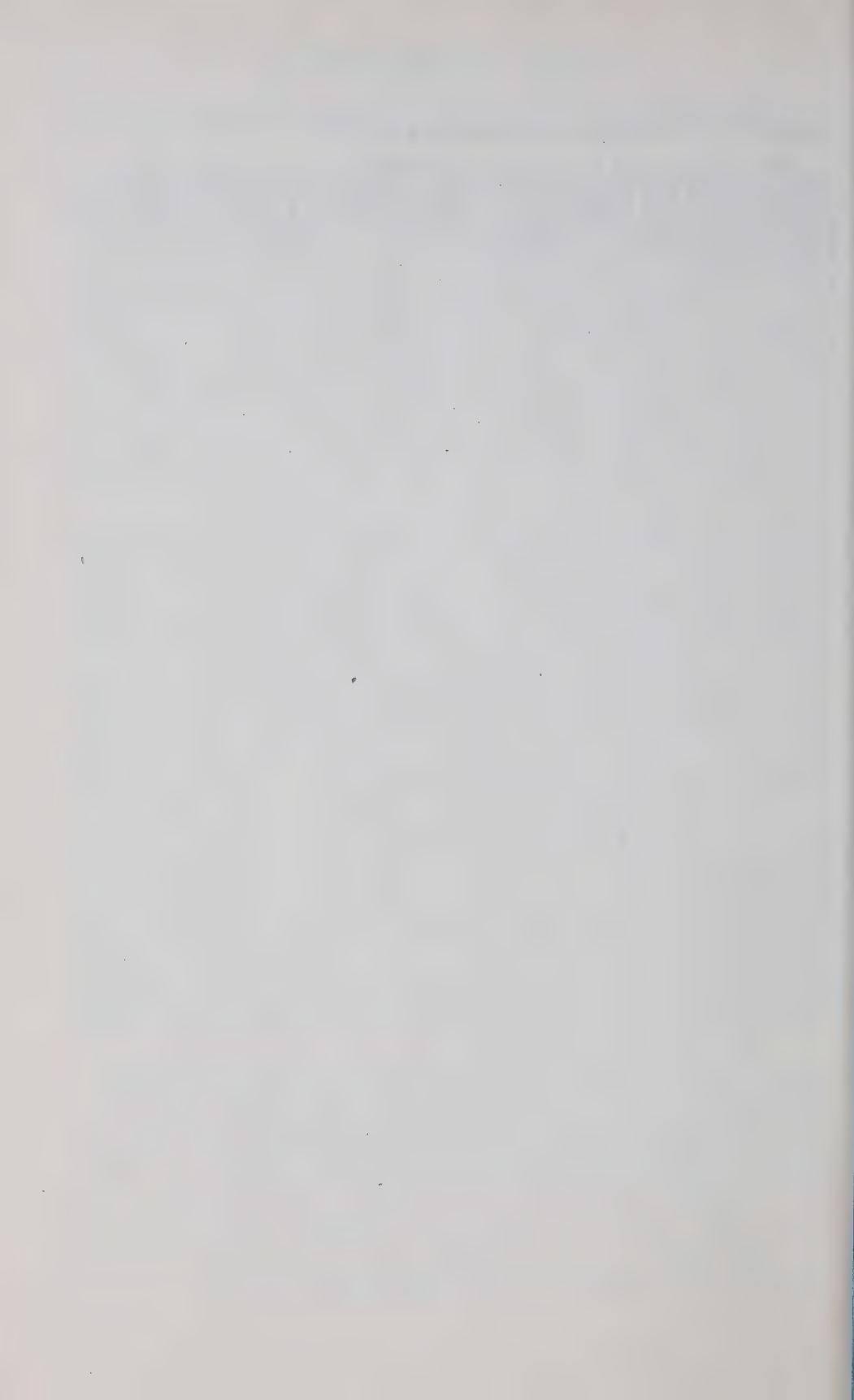
The Fair Wages Policy of the Government of Canada dates from a resolution passed by the House of Commons in 1900 and was subsequently expressed in Order in Council P.C. 1206 of June 7, 1922, as amended, and the Fair Wages and Hours of Labour Act, 1935. Specified conditions are required to be inserted in all Government contracts for manufacture or construction in order to assure the maintenance of fair and equitable conditions of employment. The main requirements are that all employees engaged on the work contracted for shall be paid not less than the wage rates generally accepted as current in the district, that employees on Government construction work shall be paid not less than the prevailing rates set forth in a schedule of wage rates to be furnished for each contract by the Department of Labour to the contracting Department, that employees engaged in the manufacture of equipment and supplies under Government contract shall, in any case, be paid not less than certain specified minimum wage rates, and that the hours of labour on Government construction work shall not, except in special cases, exceed eight per day nor forty-four per week.

By Order in Council P.C. 3884 of May 30, 1941, the minimum wage rates prescribed for employees on contracts for Government supplies were raised to 35 cents per hour for adult male workers, 25 cents per hour for adult female workers, and 20 cents per hour for male and female workers under 18 years of age. These rates, together with special rates for beginners and special provisions for apprentices and handicapped workers, were subsequently made applicable to all the employees of any contractor manufacturing supplies on Government contract by Order in Council P.C. 7679 of October 4, 1941. Prior to the establishment of Wartime Wage Control under Order in Council P.C. 8253 of October 1941, inspection and enforcement of fair wages and labour conditions on Government contracts was provided under Order in Council P.C. 5522 of July 22, 1941, which empowered the Minister of Labour "to appoint any provincial official or any other person authorized to inspect labour conditions pursuant to the law of any province as his duly authorized representative for the enforcement of the fair wages and labour conditions on Dominion contracts". It also established a penalty for any person who obstructs such a representative in the pursuit of his duties. Order in Council P.C. 1774 of March 9, 1942, superseded Order in Council P.C. 5522 and also recognized the jurisdiction of the National War Labour Board which had been charged by Order in Council P.C. 8253 of October 24, 1941, with the administration of the Wartime Wages and Cost of Living Bonus Order and Order in Council P.C. 7679, as well as the Fair Wages and Hours of Labour Act, 1935. Order in Council P.C. 8253, as amended, was superseded by Order in Council P.C. 5963 of July 10, 1942, which was amended by Order in Council P.C. 11096, December 8, 1942, Order in Council P.C. 1141, February 11, 1943, and by Order in Council P.C. 2370, March 23, 1943.

By Order in Council P.C. 6801, of November 23, 1940, the Deputy Minister of Labour was made responsible for the investigation of claims for the payment of wages in the Fair Wages and Hours of Labour Act, 1935, and procedure was established for the settlement of claims. Order in Council P.C. 7679 re-states a provision of the pre-war Order regarding the remedy to be taken when workers engaged in the manufacture of supplies for the Government of Canada are paid less than their proper wage and adds that a settlement of claims will be made in the same manner as provided for by Order in Council P.C. 6801. From November 23, 1940, to March 31, 1942, \$54,240.06 was collected from contractors who failed to pay the prescribed minimum wage rates. During the fiscal year under review \$53,790 was collected. This sum involved 2,381 workers.

During the fiscal year the National War Labour Board prepared 1,678 schedules of prevailing rates for construction contracts.

The National War Labour Board is responsible for the establishing of prevailing rates of pay for civilian employees of the various Government departments including the Department of National Defence, who do not come under the Civil Service Act. A considerable number of workers and a variety of trades and occupations are involved.



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REPORT

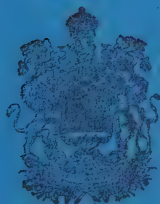
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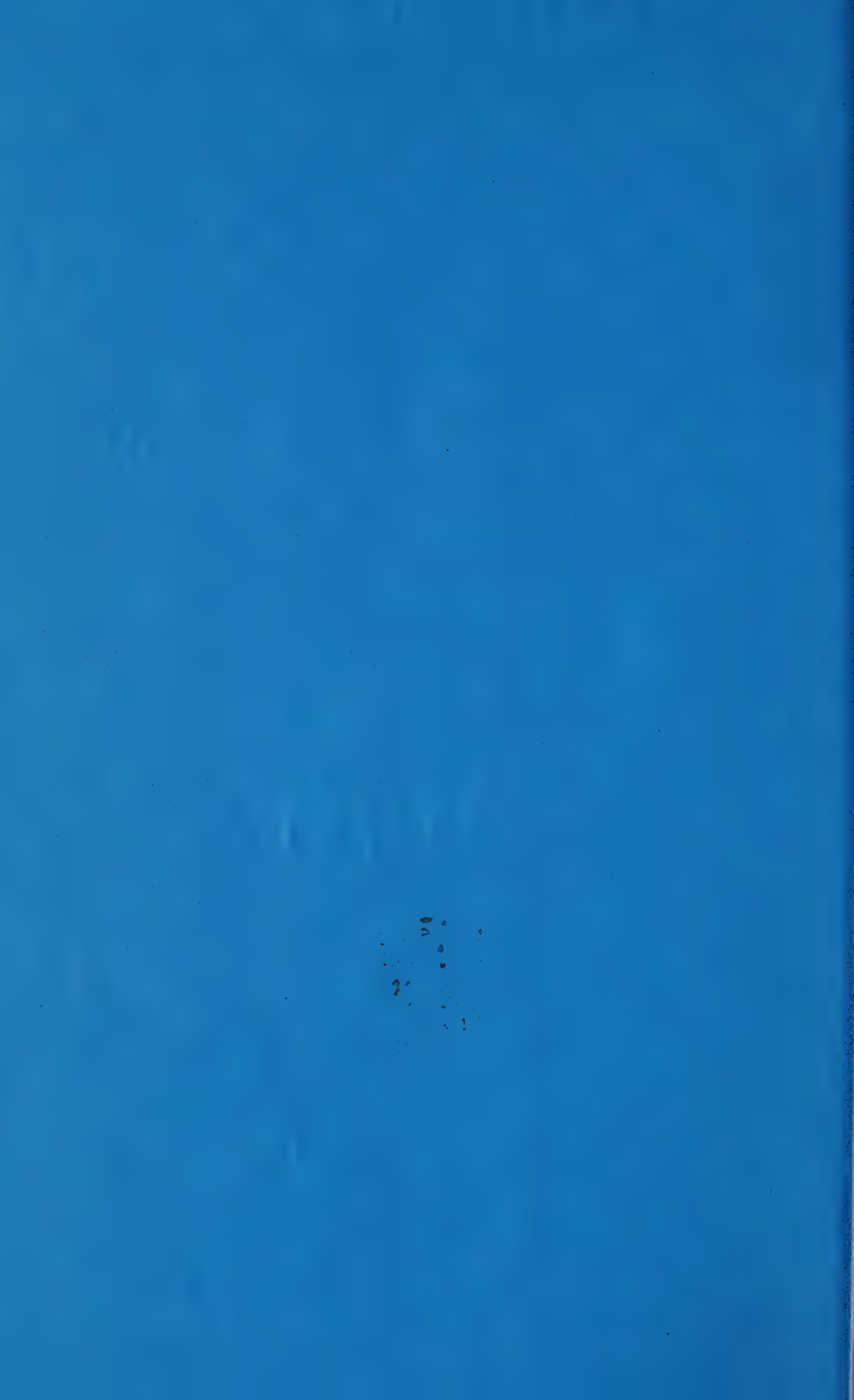
FISCAL YEAR ENDING MARCH 31, 1944

1943/44



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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1944



OTTAWA
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1945

*To His Excellency Major-General the Right Honourable the Earl of Athlone, K.G.,
P.C., G.C.B., G.M.M.G., G.C.V.O., D.S.O., A.D.C., Governor General and
Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1944, all of which is respectfully submitted.

HUMPHREY MITCHELL,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1944

TO THE HONOURABLE HUMPHREY MITCHELL,
MINISTER OF LABOUR.

SIR,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ending March 31, 1944.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR MACNAMARA,
Deputy Minister of Labour.

October 15, 1944.

I. HISTORY OF THE DEPARTMENT
PEACETIME FUNCTIONS

Canada has the distinction of being one of the first countries in the world to set up a department of the national government devoted to labour matters. The Department of Labour was established in 1900 under authority of the Conciliation Act passed in that year.

From 1900 to 1909 the Department was administered by the Postmaster General, who was also Minister of Labour. It was constituted a separate Department with a separate Minister under the Labour Department Act of 1909.

At the outset the Minister of Labour was charged with the administration of the Conciliation Act, the Fair Wages Policy outlined in a resolution adopted by the House of Commons in 1900, the collection and classification of statistical and other information relative to conditions of labour, and the publication monthly of the *Labour Gazette*.

In the early days of the Department a library was organized. The library has continued and since that time has steadily increased its collection of books, reports and documents. The primary purpose of such a library was to serve as a centre of information for departmental officers, but its services have since been placed at the disposal of the general public and frequent use is being made of its material by students of Canadian universities and others interested in labour and social problems.

At about the same time a research branch was set up to gather statistics respecting employment and unemployment, wage rates, hours of labour, cost of

living trends, strikes and lockouts, industrial accidents and trades and labour organizations. In 1910, in addition to publishing the monthly *Labour Gazette*, the Department commenced issuing annual reports on matters of special interest. The first of such reports was that on "Labour Organization in Canada". In 1915 the series of annual reports on "Labour Legislation in Canada" was started. The first report in this series was a consolidation of all labour legislation on the Statute books at the end of 1915, and similar consolidations have since been published at intervals. Since 1921 an annual report on "Wages and Hours of Labour in Canada" has been published as a supplement to the *Labour Gazette*.

THE INDUSTRIAL DISPUTES INVESTIGATION ACT

From its inception in 1900 the work of the Department has steadily grown. In 1907 came the Industrial Disputes Investigation Act. Briefly, this Act provided for the appointment of Boards of Conciliation and Investigation with full powers to investigate disputes when these arose in the operation of mines and certain public service utilities. It also provided that the machinery of the Act could be extended to other industries with the consent of the parties concerned.

FAIR WAGES POLICY

In 1922 the Fair Wages Policy of the Government, originally adopted in 1900, was further defined in an Order in Council. This Order was subsequently amended in 1924 and in 1934. Under these Orders certain conditions were made applicable to Government contracts for building and construction work and the manufacture of various classes of Government supplies and equipment. The 1934 Order, in addition to altering certain conditions relating to Government supplies and equipment specified in the 1924 Order, also stipulated the payment of minimum rates of 30 cents an hour and 20 cents an hour for male and female workers, 18 years and over. The Fair Wages and Eight-Hour Day Act, 1930, superseded the provisions of the 1924 Order respecting contracts for building and construction in so far as wages and hours were concerned, this Act itself being superseded by the Fair Wages and Hours of Labour Act of 1936 which is still in effect. This Act, in addition to stipulating maximum hours, applied the Fair Wages Policy to include persons employed by sub-contractors and workers employed directly by the Government on work of this nature who are excluded from the provisions of the Civil Service Act. It also applies to works that are assisted by Government contributions, subsidy, loan advance, or guarantee.

These legislative changes coupled with increases in the number of contracts let by the Government, to which contracts this legislation applied, added considerably to the work of the Department.

COMBINES INVESTIGATION

The Combines Investigation Act, 1910, administered by the Minister of Labour, provided for the investigation of combines, monopolies, trusts and mergers alleged to be operating to restrain trade to the detriment of the public. This Act was replaced by the Combines and Fair Prices Act, 1919 which, in turn after declaration of its constitutional invalidity by the Judicial Committee of the Privy Council in 1921 was replaced by the present Combines Investigation Act in 1923.

The Combines Investigation Act (R.S.C., 1927, C. 26) is designed to assist in achieving the fullest use of Canada's economic resources by making unlawful undue restraints on trade which would limit employment, production, and distribution. The Act, which was amended in 1935 and 1937, provides for the investigation of trade combinations, mergers, trusts and monopolies alleged to have operated to the detriment of the public through enhancing prices, fixing

common prices, restricting competition, limiting production or otherwise monopolizing or restraining trade. Provision is made in the Act for the publication of reports of investigations of alleged combines.

EMPLOYMENT SERVICE

The war years 1914-18 revealed the need for more public employment offices than the several provinces had up to that time provided; also for a system of interprovincial clearance of information concerning unemployed workers and jobs available. The Employment Offices Co-ordination Act of 1918 provided for grants to the provinces for the maintenance of free employment offices, for the interprovincial clearance of labour and for a Dominion-wide information service on the labour market.

TECHNICAL EDUCATION

The war years also revealed the need for increased facilities for technical training. Accordingly, the Technical Education Act of 1919 was passed. This Act set aside \$10,000,000 over a period of 10 years to assist the provinces in the extension of their technical education facilities. As some of the provinces did not avail themselves of their full share of the fund within the specified period, the statute has been extended from time to time.

ANNUITIES

In 1922 the administration of the Government Annuities Act, passed by Parliament in 1908, was transferred to the Department of Labour. Under this Act, the Department may contract with any person resident or domiciled in Canada for the sale of a Government Annuity. Also any association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In the latter case the purchase money required may be derived partly from the wages of employees and partly from employers' contributions.

UNEMPLOYMENT RELIEF

In 1930 unemployment had become so general throughout Canada as to constitute a matter of national concern. At a special session of Parliament summoned to deal with the situation, the Unemployment Relief Act was passed appropriating \$20,000,000 to be expended in the construction of public works and undertakings of various kinds for the relief of unemployment.

Under this Act the Minister of Labour was authorized to enter into agreements with the provinces for the expenditure of the above sum by contributing to municipal and provincial public works and undertakings designed to provide employment, and by supplementing municipal and provincial expenditures for direct relief where no employment could be arranged.

Unemployment conditions and agricultural distress throughout Canada continued to require Federal action and as a result during the years 1931 to 1940 other unemployment and relief legislation was enacted giving the Minister of Labour wider powers with respect to relief expenditures.

Unemployment relief legislation, passed annually since 1930, lapsed on March 31, 1941, but there have been certain expenditures since that time under the Appropriation Acts of 1941-42 and 1942-43 in respect to commitments arising out of agreements previously entered into with the provinces in connection with relief settlement agreements and other projects.

VOCATIONAL TRAINING

In 1937 a Dominion-Provincial program of training for unemployed young persons was instituted under unemployment relief legislation. From 1939 this program was carried on under the Youth Training Act passed in that year.

INTERNATIONAL LABOUR OFFICE

In 1919 Canada became a member of the International Labour Organization of the League of Nations. The Department of Labour was entrusted with important duties arising out of this membership, entailing much correspondence, not only with the International Labour Office itself, but also with other departments of the Dominion Government, with provincial governments, and with employers' and workers' organizations. Information requested by the International Labour Office for consideration at the periodical meetings of the Governing Body and by the annual International Labour Conference is prepared by officials of the Department. This work necessarily requires expert study of various technical questions.

WARTIME FUNCTIONS

GENERAL EXPANSION

As might be expected great changes have taken place in the work of the Department of Labour since the outbreak of war in September, 1939. Generally speaking, there has been a considerable expansion in the activities of the established branches of the Department. In addition, the Department has undertaken many new functions and responsibilities necessitating the setting up of several new branches and of administrative and advisory boards acting under authority of the Minister of Labour. This expansion is reflected in the marked increase in the staff employed by the Department. At the outbreak of war there were some 210 persons on the staff, whereas on April 15, 1944, there were 3,157¹.

The pressure of wartime activities has naturally given a changing emphasis to the work of the Department. Broadly speaking, its principal functions at the present time are related to labour supply and placement, vocational training, wage control, industrial relations, and the administration of National Selective Service Civilian and Mobilization Regulations.

WAR EMERGENCY TRAINING

One of the first wartime demands made upon the Department was in the field of vocational training, and the Youth Training Act, 1939, was expanded to meet the shortage of skilled and semi-skilled workers arising out of the flow of men into the Armed Forces and the development of war industries. This work was carried on in co-operation with the provinces. On the expiry of this Act in 1942, the Vocational Training Co-ordination Act was passed providing for a more extensive program of training, which at the present time includes provision for rehabilitation training of ex-service personnel. In January, 1944, under Order in Council P.C. 8993, the Minister of Labour was authorized under the authority of the Act to enter into agreements with the provinces for a term not in excess of ten years to assist the provinces in the extension and operation of apprentice training. In the administration of this Act the Minister of Labour is assisted by a Vocational Training Advisory Council on which the Trade Unions and employers are equally represented.

¹This figure does not include staff of the Employment Service and Unemployment Insurance Branch, Unemployment Insurance Commission, in which at March 31, 1944, there were 5,441 employees.

PERSONNEL MANAGEMENT

To meet the growing need in industry, an Order in Council was passed in March, 1942, providing for the establishment of practical courses on personnel management. Such courses have since been instituted in a number of Canadian universities under the general supervision of a Director of Personnel Training responsible to the Minister of Labour.

NATIONAL LABOUR SUPPLY COUNCIL

In 1940, in response to the general labour shortage which was making its appearance, a National Labour Supply Council was appointed to advise the Minister of Labour and the War Manpower Committee of the Cabinet, of which the Minister of Labour was Chairman, on matters relating to labour supply. This Council was discontinued after the appointment of the National War Labour Board in October, 1941.

COMMITTEE ON LABOUR CO-ORDINATION

Concurrently with the National Labour Supply Council, an Interdepartmental Committee on Labour Co-ordination was appointed to correlate the manpower requirements of the several Government Departments concerned.

NATIONAL SELECTIVE SERVICE CIVILIAN REGULATIONS

In March, 1942, National Selective Service Regulations were introduced to enable the Minister of Labour, through the Director of National Selective Service, to direct civilian labour supply in order to meet the requirements of war and essential civilian industries. The Interdepartmental Committee on Labour Co-ordination formed the nucleus of the present National Selective Service Advisory Board then appointed to advise the Director of National Selective Service. This Committee was later discontinued.

TRANSFER OF NATIONAL REGISTRATION AND MOBILIZATION MACHINERY

In March, 1942, National Registration, which since its introduction in 1940 under the Department of National War Services had laid the foundation for National Selective Service, was transferred to the Department of Labour. In December, 1942, the Mobilization machinery set up under the National Resources Mobilization Act of 1940 was also transferred to the Department of Labour.

NATIONAL SELECTIVE SERVICE OPERATIONS

Manpower controls were thus centralized in a single government department, the Minister of Labour becoming responsible for the administration of National Selective Service Civilian and Mobilization Regulations. Mr. A. MacNamara has held the position of Director of National Selective Service since November, 1942; at the time of his appointment to this position, Mr. MacNamara was Associate Deputy Minister of Labour and in January, 1943, he was also appointed to the position of Deputy Minister of Labour. For administration purposes various directorates have been created and include the following: mobilization; industrial mobilization survey committees; essential civilian services; agriculture, forestry and fisheries; war and heavy industries including mining; coal mining and transportation; women's employment; employment service; labour priorities; alternative service (employment of conscientious objectors).

The use of prisoners of war in essential employment outside internment camps was authorized by Order in Council in May, 1943. Under this Order the Minister of National Defence makes prisoners of war available to the Minister

of Labour, who assumes responsibility for their employment, security and welfare. The Minister of Labour enters into contracts with employers for the employment of prisoners of war under approved conditions.

National Selective Service is administered by the Director of National Selective Service with the assistance of an Administration Board, composed of the Associate Directors of National Selective Service in charge of the various functions of National Selective Service as enumerated above.

In matters of policy the Director of National Selective Service is advised by a National Selective Service Advisory Board which includes representatives of all Government Departments concerned with manpower questions, and on which management and labour are equally represented. Members of the Administration Board are also members of the Advisory Board while the Associate Director of Planning acts as secretary to both Boards. In order to provide for flexibility in National Selective Service administration, five regional directorates have been established, covering the following areas: the Maritimes, Quebec, Ontario, Prairies and Pacific. In each region National Selective Service Advisory Boards advise the Regional Director on matters of policy. Labour and management are again equally represented on these Boards in addition to the Departments of Government concerned with manpower.

For the administration of National Selective Service Civilian Regulations an arrangement was made whereby the Minister of Labour is enabled to utilize for the duration of the war the regional and local offices of the Unemployment Insurance Commission known as the Employment Service and Unemployment Insurance Branch. This Employment Service had been set up under the Unemployment Insurance Act of 1940, which provided for the creation of a Dominion employment service with regional and local offices, thereby superseding the Employment Offices Co-ordination Act of 1918.

National Selective Service Civilian Regulations are thus administered through the network of local and regional employment offices of the Unemployment Insurance Commission. The Commission's Courts of Referees, on which labour and management have equal representation, set up to deal with unemployment insurance, benefit claims, function as courts of appeal from directions issued by National Selective Service officers. In addition, under this arrangement the Minister of Labour has the benefit of the advice of the National Employment Committee and its regional and local counterparts which the Commission has set up to give advice on employment matters.

TECHNICAL PERSONNEL

In February, 1941, the Wartime Bureau of Technical Personnel was established in co-operation with the Engineering Institute of Canada, the Canadian Institute of Mining and Metallurgy, and the Canadian Institute of Chemistry, to organize the effective placement of technical personnel in war industries and to co-operate with the Civil Service Commission in arranging for their placement in Government service. The Bureau is guided by an Advisory Board consisting of representatives of the Institutes named above, the Canadian Manufacturers' Association, Canadian universities and provincial professional associations. The Bureau is intimately associated with the training of university students and confers with the University Advisory Board appointed by the Minister of Labour to advise him on university matters during wartime.

SHIPLOADING, HALIFAX

Due to heavy increase in shiploading operations at the port of Halifax, the Government early in 1942, through the Department of Labour, launched a plan under which the activities of all companies concerned with shiploading operations

were co-ordinated by a Controller of Loading Operations. A Central Dispatching Agency (Hiring Hall) was created through which the regular longshore working forces are hired. Later, a Reserve Labour Pool of longshoremen was created at Halifax and arrangements completed for the use of military Port Companies when operations exhaust available civilian labour supply.

SPECIAL REGULATIONS

In addition to administration of Selective Service Regulations, the Department is responsible for the administration of a number of other Orders in Council dealing with special aspects and problems in the field of labour supply.

MOBILIZATION

The National War Services Regulations, 1940, (Recruits) were originally administered by the Department of National War Services with 13 Mobilization Divisions and a Mobilization Board and a divisional registrar for each area. An Order in Council was passed in September, 1942, (effective December 1, 1942) which provided for the transfer of the administration of the National War Services Regulations, 1940 (Recruits) to the Minister of Labour. On the date when the transfer became effective the regulations were re-issued under the title of National Selective Service Mobilization Regulations. In this way the former regulations were adapted to conform to the change in administration. All mobilization machinery was also transferred to the Department of Labour on December 1, 1942.

EVACUATION AND SETTLEMENT OF JAPANESE

In March, 1942, the British Columbia Security Commission was appointed. Acting under the direction of the Minister of Labour, the Commission was charged with the task of evacuating all the persons of the Japanese race from certain strategic areas of British Columbia and of arranging for their settlement elsewhere. The evacuation was concluded early in 1943, and the Commission, having made its report, was dissolved. The powers of the Commission reverted to the Minister of Labour, and for administrative purposes were vested in a Commissioner of Japanese Placement, with head office at Vancouver.

WAGE CONTROL

At the outbreak of war the Government took initial steps to combat the inflationary forces which experience had shown to be a natural corollary of uncontrolled economies in wartime.

Among other steps taken, a series of Orders in Council have been issued to provide for a system of wage and salary control covering substantially all gainfully employed persons in Canadian industry. Order in Council P.C. 7440 of December 16, 1940, was the first of this series and the latest, the Wartime Wages Control Order of December, 1943, P.C. 9384, as amended, applies to employees not above the rank of foreman; Order in Council P.C. 1549 of February 27, 1942, as amended, applies to managerial and executive salaries. The War-time Wages Control Order is administered by the National War Labour Board and nine Regional (Provinces) War Labour Boards.

While not a part of the administration of the Department of Labour, the work of the National and Regional War Labour Boards in its nature is not unrelated to the administration of the Department. The Wages Control Order embraces the overwhelming majority of those covered by the two Orders. Under its provisions wage increases beyond the established rates or changes in working conditions having the effect of increasing wages directly or indirectly, such as vacation with pay, group insurance, wage incentive plans, etc. cannot be

implemented without first securing the approval of the appropriate War Labour Board. Before wage rates may be increased it must be shown that such an increase is necessary to rectify a gross inequality or a gross injustice, or that the wage rates at present do not exceed the wage rates paid in August, 1939, plus the appropriate maximum cost of living bonus and that increases to such total amounts are reasonable. Provision is also made that an employer cannot decrease wage rates without the authority of the appropriate Board.

The National Board is charged with the general responsibility of the administration of the Wages Order, including the supervision, direction and control of the work of the Regional Boards. Accordingly, the Board also acts as a Court of Appeal from decisions of the Regional Boards. In addition the Board arranges for an examination of the decisions of Regional Boards in order to provide for uniformity in the administration of the Wages Order throughout Canada. Such duties are in addition to the Board's function as the body to which applications are made, involving employment with employers or industries which are interprovincial or international in character or are regarded as "national employers" for this purpose.

The National Board may, on its own initiative or on the direction of the Minister of Labour, investigate wage conditions and labour relations in Canada and report thereon to the Minister. During the summer of 1943 the Board undertook such a review.

At the present time the National Board is constituted as a three-man Board on a full-time basis with a committee, the National War Labour Committee, on which are employer and employee representatives, serving in an advisory capacity.

In May, 1943, the Western Labour Board was established by Order in Council, P.C. 3870, to administer the Wartime Wages Control Order on defence projects in Alberta, British Columbia, the Yukon and the Northwest Territories, in so far as Canadian employees were concerned. The Board is composed of one representative each of employers and employees for each of the provinces of Alberta and British Columbia, a representative of National Selective Service, and an impartial chairman.

FAIR WAGES POLICY

Under Order in Council P.C. 6801 of November 23, 1940, regulations were made under the Fair Wages and Hours of Labour Act, 1935, and the Deputy Minister of Labour was made responsible for the enforcement of wage rates specified in fair wages schedules. Order in Council P.C. 3884 of May, 1941, raised the minimum rates to be paid in the case of contracts for manufacture of Government supplies and equipment to 35 cents per hour for males and 25 cents per hour for females, 18 years and over, and Order in Council P.C. 7679 of October, 1941, made these conditions applicable to all employees of any contractor engaged in the manufacture of supplies and equipment on Government contract.

With the passing of the first Wage Control Order, P.C. 8253, October 24, 1941, and the establishment of the National War Labour Board, the administration of the Government's Fair Wages Policy was transferred to that Board and remained there until the revised Wage Control Order of December, 1943, P.C. 9384, when it was transferred to the Industrial Relations Division of the Department of Labour.

The Western Labour Board is made responsible for the administration of the Fair Wages and Hours of Labour Act, 1935, in Alberta and British Columbia, in so far as it relates to projects otherwise within its jurisdiction for wage purposes.

The responsibility for the determining of prevailing rates of pay for prevailing rates employees of the Government was also transferred to the Department of Labour.

INDUSTRIAL RELATIONS

In the early weeks of the war the field of the Industrial Relations Branch was greatly enlarged by the extension of the Industrial Disputes Investigation Act to all industries producing supplies and rendering services in connection with the war.

This extension of the Act resulted in a marked increase in the number of applications for Boards of Conciliation. In many instances the disputes leading to these applications were not of a nature to justify the appointment of Boards. Therefore provision was made for the appointment of Industrial Disputes Inquiry Commissions, consisting of one or more members, to inquire into the circumstances surrounding such disputes and either to effect a settlement or advise the Minister whether the establishment of a Board of Conciliation and Investigation is warranted.

In January, 1943, an Order in Council was passed authorizing the Minister of Labour to appoint a Commission to investigate any situation which, while not likely to lead to a strike or lockout, nevertheless tended to interfere with production. Such a commission was to report its findings to the Minister who would then take any steps he deemed necessary to remedy the situation.

In February, 1944, the Wartime Labour Relations Regulations, Order in Council P.C. 1003, were passed largely suspending the Industrial Disputes Investigation Act and all Orders in Council relating thereto, while the new Order is in force, and substituting for the Act specific regulations governing labour relations in war industries. These regulations do not cover disputes having to do with wage questions.

The Regulations are administered, at the national level, by a Wartime Labour Relations Board (National) and, in the case of seven provinces, under Dominion-provincial agreements by Provincial Boards or administrative agencies agreed upon by the Dominion and the provincial authorities. The National Board is composed of an equal number of employer and employee representatives with impartial chairman and vice-chairman. The Director of Industrial Relations, Department of Labour, acts as chief executive officer.

LABOUR-MANAGEMENT PRODUCTION COMMITTEES

The Department has endeavoured to encourage the growth of labour management production committees in war industries in order to facilitate production by improving industrial relations. In January, 1944, an Order in Council, sponsored jointly by the Department of Munitions and Supply and the Department of Labour, created the Industrial Production Co-operation Board, which replaced the former Interdepartmental Committee on Labour Management Committees. To assist this Board an Advisory Committee has been set up on which employers and employees are equally represented.

REINSTATEMENT IN CIVIL EMPLOYMENT

Provision for the reinstatement in civilian employment of persons discharged from the Armed Forces was made under the War Measures (Civil Employment Reinstatement) Regulations, passed in June, 1941. In 1942, the Reinstatement in Civil Employment Act was passed, the Minister of Labour being responsible for its administration and enforcement. Under National Selective Service Regulations the provisions of this Act were made to apply to civilians required to transfer to war and essential industries.

RESEARCH AND STATISTICS

The wartime expansion of the Department of Labour naturally emphasized the need for more extensive statistical and research work. This led to the creation of a reorganized and expanded Research and Statistics Branch. In addition to reporting on subjects previously covered by the Department this Branch now compiles statistics on manpower distribution, labour supply and demand, and the various operations of the Employment and Selective Service offices. One of its special activities has been the preparation of data obtained from the occupational history survey of personnel joining the Armed Forces with a view to facilitating demobilization and post-war rehabilitation. The Branch is increasingly concerned with research in the field of post-war reconstruction.

INFORMATION AND PUBLICITY

In January, 1943, the Department set up an Information Division to prepare and issue press releases on the policies and activities of the Department, to conduct publicity campaigns and to supervise publication of official announcements. This Division serves all branches of the Department, including National Selective Service, the National War Labour Board, the Wartime Labour Relations Board, and the Employment Service and Unemployment Insurance Branch.

LIAISON WITH OTHER DEPARTMENTS

The wartime activities of the Department inevitably require close liaison with other Departments of the Government. Various interdepartmental committees operating under the aegis of the Department of Labour have already been noted. In addition, the Department of Labour is represented on the following interdepartmental committees and boards:

- Advisory Committee on Economic Policy
- Awards Co-ordination Committee
- Committee on Restriction and Detention
- Cost of Living Index Technical Committee
- Housing Co-ordination Committee
- The National Joint Conference Board of the Construction Industry²
- Publicity Co-ordination Committee
- Unemployment Insurance Investment Committee
- Wartime Information Board
- Wartime Prices and Trade Board
- Advisory Committee on Demobilization and Rehabilitation and sub-committees thereof
- Interdepartmental Co-ordinating Committee on Rehabilitation²
- Committee on Economic Stabilization Information.

The Department is also represented on the Governing Body of the International Labour Office.

TRADE UNION AND EMPLOYER REPRESENTATIVES

One essential feature of the wartime functions of the Department of Labour has been the degree to which trade union and employers' representatives have participated in its activities. These representatives have served in both an administrative and advisory capacity. Including the Unemployment Insurance Commission, some 365 labour representatives serve with an equal number of employers' representatives on 11 National, 25 Regional, and 95 Local Boards and Committees. These include the following:

² Under the aegis of the Department of Labour.

National Selective Service Advisory Board (National and Regional Boards)

National War Labour Board (National and Regional Boards)

National War Labour Committee

Western Labour Board

Industrial Production Co-operation Board Advisory Committee

Vocational Training Advisory Council

National Joint Conference Board of the Construction Industry

Wartime Labour Relations Board (National and Regional)

Unemployment Insurance Commission

Unemployment Insurance Commission Advisory Committee

Employment Committees (National, Regional and Local)

Courts of Referees.

II. NATIONAL REGISTRATION

The main functions of this Branch are to keep the records of National Registration (as conducted in August, 1940) as up-to-date as possible and to supply such pertinent information therefrom to other Departments and officers of the Dominion Government as is deemed expedient for the wartime purposes of the Government. These and other auxiliary functions are carried on under the National Registration Regulations, 1940, as authorized by Order in Council P.C. 3156 of July 12, 1940, and subsequent amendments.

A Central Registry, established pursuant to the Regulations, is maintained at Ottawa where the master Registration cards of all registrants and all other original records, files and correspondence of the Branch are kept and there subdivided, indexed, coded and abstracted. The keeping of the Registration records up-to-date involves:

1. the registration of young persons when they become 16 years of age and of persons over 16 arriving in Canada who were not in Canada at the time of general registration in 1940;
2. the recording of new registrations and of reported changes of names, addresses and conjugal condition, enlistments in and discharges from the Armed Forces, departures from Canada and deaths of registrants;
3. the issuing of duplicate registration certificates to registrants who have lost, destroyed, mutilated or legally surrendered their original certificates;
4. the conducting of all necessary correspondence in connection with registrations and changes.

Many of the preliminary activities in connection with registrations and changes are carried on by Postmasters, acting as agents of the Branch, with the approval of the Postmaster-General, and the collection of certificates from departing registrants is done by Customs Officers or R.C.M.P. Security Officers at the ports of exit.

The supplying of pertinent information from the records and files of the Central Registry to other Departments, Branches, officers and others entitled to receive it, involves the sub-dividing, indexing and coding of the records and the abstracting, compiling and dispatching of the required information.

Auxiliary activities include arrangements for the special registration of merchant seamen and the exempting from registration of foreign diplomats and others.

The principal recipients of records and information from the Central Registry are:

1. the Divisional Registrars of the various Mobilization Divisions and the Mobilization Boards of the Divisions, who receive, amongst other material:
 - (a) copies of the master Registration cards of all male registrants within the present prescribed military age category and of all young male registrants as those registrants reach the present minimum military age;
 - (b) copies of the cards of other groups of male registrants, as requested by the Mobilization Division of National Selective Service or other competent authority;

- (c) notices of changes of names, addresses or conjugal condition of all male registrants of military age;
 - (d) notices of such enlistments, discharges and casualty reports of male registrants of military age as come to the attention of the Chief Registrar from various sources;
2. the R.C.M.P. and other law officers who conduct investigations and prosecutions in connection with Registration and Mobilization matters;
 3. the Income Tax District offices;
 4. War Savings Section of the Bank of Canada;
 5. Canadian Legation in Washington;
 6. the United States Selective Service Headquarters and branches, and the Registration Authorities of Newfoundland, with whom Registration information is widely exchanged;
 7. the International Red Cross (Prisoners of War Section);
 8. the Dependents' Allowance Board, Department of National Defence.

From April 1, 1943, to March 31, 1944, the number of address changes reported by registrants was 696,152; of these 187,337 were for men in age groups callable for military service, and they were therefore transmitted to the appropriate Mobilization Registrars. There were 89,193 marriages reported, and master Registration cards received and filed for young persons attaining the age of sixteen years and for persons who were not previously registered numbered 227,212. Duplicate Registration certificates issued to replace lost, stolen, destroyed or defaced original certificates numbered 288,466 in the fiscal year 1943-44. During the year reports were received of the death of 56,952 registrants.

To assist the Civilian Division of National Selective Service in locating coal miners, the names and latest addresses of 31,960 men who in August, 1940, stated that their normal occupation was coal mining were supplied to Selective Service during the year 1943-44. The information furnished included the age and conjugal condition of the men concerned, together with the names and addresses of their employers in August, 1940. The names and latest addresses of about 1,000 male registrants in British Columbia who gave their occupation as that of "logging" were also supplied to Selective Service.

During the fiscal year 1943-44 activities of the National Registration Branch related to Mobilization assumed much larger proportions than in previous years. In addition to supplying the Divisional Registrars with duplicate copies of the master Registration cards of men as they became callable, it was deemed expedient to utilize the National Registration records and staff to determine the whereabouts and Mobilization status of men whom the Divisional Registrars were having difficulty in locating.

In the year 1943-44 the Mobilization Division was supplied with duplicate Registration cards for 614,861 men. These included cards for certain age groups of married men, cards for single men born in the year 1925 who became callable as they reached the age of eighteen years and six months, cards for new registrants (persons of callable age who had entered Canada or who for some reason had not previously registered), as well as cards supplied at the special request of Divisional Registrars in connection with Industrial Mobilization Surveys, or for other purposes.

III. NATIONAL SELECTIVE SERVICE OPERATIONS

(1) CIVILIAN

The responsibility for carrying out the policies of the Government with reference to the utilization of manpower in the prosecution of the war is vested in the Minister of Labour. The authorization under which these functions are performed is Order in Council P.C. 246 of January 19, 1943, known as the National Selective Service Civilian Regulations and amendments thereto.

National Selective Service Regulations covering civilian employment in Canada have been designed to attain the most effective allocation and utilization of manpower in the war effort. So far as possible the Government has relied upon voluntary measures but, as increasingly critical labour shortages developed, special compulsory directives and orders have been applied for the purpose of holding, placing and transferring workers in certain occupations and industries.

The National Selective Service Regulations (Order in Council P.C. 246) consolidated the following previously existing regulations:

1. National Selective Service Regulations (P.C. 7595), 1942, and Amendments;
2. Regulations affecting technical personnel (P.C. 780), 1941;
3. Regulations affecting university science students (P.C. 9566), 1942;
4. Labour exit permit requirements (P.C. 9011), 1942.

The earlier Orders in Council consolidated into the revision were repealed by Order in Council P.C. 246, and the sections dealing with administration were combined for all regulations.

Organization.—In order to cope effectively with the multitude of problems incidental to a program of total mobilization of manpower to meet the urgent military and economic needs of a nation engaged in total war, a reorganization of the administration of National Selective Service was effected during the fiscal year. For the purpose of broadening, strengthening and decentralizing the administration, a recommendation covering reorganization was approved by Order in Council P.C. 6387 on August 10, 1943. As a result of the reorganization there was established an Administration Board, of which the Director of National Selective Service is Chairman. Associate Directors make up the membership of the Board with each Associate Director in charge of a separate division. The categories of activities assigned to various Associate Directors include the following:

1. Mobilization;
2. Labour Priorities;
3. Essential Civilian Services;
4. Agriculture, Forestry, Fisheries;
5. War and Heavy Industries, including Mining;
6. Coal Mining and Transportation;
7. Employment of Women;
8. Employment Service;
9. Industrial Mobilization Survey.

The Administration Board correlates the policies and the activities of the departments and agencies of the Government which affect or relate to the demand for and the supply of manpower requisite to the wartime economy. It formulates plans and programs to meet the problems of mobilization, stabili-

zation and utilization of labour. The Administrative Board in organizing the distribution of manpower faces constantly changing problems of timing and balancing which necessitate frequent consideration of administrative problems arising from the exigencies of war and from the seasonality of the Canadian economy.

The National Selective Service Advisory Board, reconstituted by Order in Council P.C. 1788, March 5, 1943, advises the Director of National Selective Service, who is Chairman of the Board. The members of the Advisory Board are representatives of employers, labour, agriculture, veterans, Civil Service Commission, Wartime Prices and Trade Board, and the Government Departments of Finance, National Defence, Munitions and Supply, Labour and Agriculture. The Secretary of the National Selective Service Administration Board acts in the same capacity to the Advisory Board. All members of the Administration Board are also members of the Advisory Board. The close relationship between these two Boards makes possible simultaneous processes of planning, manpower mobilization and manpower allocation. No significant regulations concerning manpower are issued without the approval of the Advisory Board. The Board is one of the major instruments for consultation and collaboration between the Government, employers, workers and farmers.

Under Order in Council P.C. 512, January 28, 1944, decentralization was provided for by the naming of the personnel of four Regional Selective Service Advisory Boards (Quebec, Ontario, Prairies and Pacific)¹. These Regional Advisory Boards are made up of representatives of the Mobilization Board, the Employment Service, the Department of Munitions and Supply, Wartime Prices and Trade Board, Organized Labour, Agriculture and the Regional Employment Committee, and they are under the chairmanship of the Regional Director of National Selective Service for the area.

Priorities.—The National Selective Service Regulations, 1942. (Order in Council P.C. 7595, of August 26, 1942) authorized the Director of National Selective Service, in consultation with the Department of Munitions and Supply and the Wartime Prices and Trade Board and subject to the approval of the Minister, to classify occupations, industries, firms or establishments, either nationally or in any community, according to the degree of their essentiality, for the defence of Canada, for the efficient prosecution of the war and for civilian needs. This classification was to constitute a labour priority schedule indicating the priorities according to which, so far as feasible, the demands for labour by industries, firms or establishments should be filled or be permitted to be filled.

The foregoing provision was, in substance, incorporated into Order in Council P.C. 246 of January 19, 1943, which authorized the Minister of Labour, in consultation with the Department of Munitions and Supply and the Wartime Prices and Trade Board, to classify, as he deemed expedient, occupations, industries, firms or establishments according to essentiality in the prosecution of the war. Such a classification was a prerequisite to the allocation of manpower in keeping with the relative essentiality of industries and the changing production requirements. It thus became possible to refer available labour to the highest priority vacancy for which it was suitable or qualified, subject to exceptions of an emergency nature.

The classification of industries according to labour priority is the responsibility of the Labour Priorities Division of National Selective Service. An Interdepartmental Labour Priorities Committee holds weekly meetings, under the chairmanship of the Assistant Associate Director of Labour Priorities, to consider and review labour priorities in the light of changing demands of the war economy. Represented on the Committee are the Department of Munitions and Supply, the Wartime Prices and Trade Board, the Department of

¹ The Advisory Board for the Maritime region was appointed later.

Trade and Commerce, and the Employment Service. The co-ordination achieved has been helpful in planning production and construction with due regard to the supply of available manpower, with the result that tight labour situations and concentration of high priority industries in certain areas have been avoided as far as possible. Labour Priorities have been the foundation for the application of the so-called stabilizing order, which has served to minimize labour turnover in industries vital to the war effort and necessary to the maintenance of the civilian economy.

While referrals by Employment and Selective Service Offices to vacancies are influenced largely by the applicant's physical condition, training, experience, prior earnings, responsibilities and location, the dominant factor in the placement is the essentiality of the industry as shown by the labour priority assigned to each order for workers.

The Priorities Schedule is under constant examination and revision is made as required. Special temporary priorities have been afforded to certain industries and establishments in the event of unusual changes and emergency requirements.

Compulsory Employment Transfer Orders.—The major development in the Regulations since the consolidation in January, 1943, has been a succession of Compulsory Employment Transfer Orders pursuant to Section 210 of the said Regulations. These Orders were issued for the purpose of directing workers from certain specified occupations and industries of a low priority rating into work essential to the war effort. Compulsory Employment Transfer Orders were issued on May 4, May 15, July 5, July 10, July 28, August 25 and November 15. By March 15, 1944, the number of workers interviewed and registered under these Orders was 99,453. Approximately 15 per cent of the workers covered in these seven Orders were transferred. Of this number, 575 were transferred to farms, 481 to coal mines, 361 to other mining operations, 869 to lumbering and logging, and 13,073 were placed in other high priority industries.

Among the amendments to the Regulations were several designed to extend the coverage of Compulsory Employment Transfer Orders. Order in Council P.C. 6433, August 13, 1943, amended Section 210 so as to include all men between the ages of 16 and 40 inclusive. This increased the coverage of the Compulsory Employment Transfer Orders to include married men born between 1902 and 1916 who had previously been exempt.

Order in Council P.C. 7260 of September 16, 1943, amended Section 210 of the Regulations so that Compulsory Employment Transfer Orders were made applicable to military rejects, that is, persons who, after medical examination under National Selective Service Mobilization Regulations, were not required to report for military training or special duty in the Royal Canadian Mounted Police. Compulsory Employment Transfer Order No. 6 issued on August 25, 1943, included men in marital classes not covered by previous orders and prohibited the hiring or maintenance in employment without a special permit issued by a National Selective Service Officer of any male person between the ages of 16 and 40 inclusive in low priority industries and occupations specified in the five preceding Orders. Order in Council P.C. 8746 of November 13, 1943, provided for the medical examination of persons claiming to be physically unfit to continue in their present employment or to take employment to which they had been directed.

To assure the rights of persons transferred under Compulsory Employment Transfer Orders, an amendment to the Regulations was passed on January 25, 1944, under Order in Council P.C. 486 providing for the reinstatement of a man in his regular employment regardless of how many changes of employment he may have been required to make after leaving his first employer.

Stabilization of Employment Orders.—Difficulties in meeting required production in some industries reached a very acute stage and special measures had to be taken to stabilize labour supply in those industries. To alleviate a threatened shortage in fuel wood and in fish products, Order in Council P.C. 4861 was passed on June 17, 1943. This Order authorized National Selective Service Officers to direct any male between 16 and 65 years of age to accept specified employment in the cutting of fuel wood, in fishing and in fish processing.

The existence of an emergency situation in the loading and unloading of ships at eastern Canadian ports resulted in June, 1943, in the stabilization of longshoremen and other arrangements in connection with shipping, particularly for the port of Halifax. The proclamation in May, 1943, of a state of national emergency with regard to coal production in Canada resulted in the stabilization of coal miners in their jobs. This action was supplemented by the application of compulsory transfer to coal mines of ex-coal miners and men liable to the Mobilization Regulations but unfit for military service. A detailed account of the program put into effect to deal with the emergency situation in the loading and unloading of ships and also in respect to the production of coal is given later in the report.

Order in Council P.C. 4862 of June 17, 1943, was designed to retain in their profession teachers employed in schools, colleges and universities. Unless they had first obtained a permit in prescribed form from a National Selective Service Officer, such teachers were prohibited from entering employment outside of teaching except for (1) active service in the Canadian Armed Forces, (2) employment in agriculture, (3) part-time employment which is subsidiary to employment as a teacher.

One of the most notable changes in the Regulations was the amendment passed on September 1, 1943, under Order in Council P.C. 6625 which provided that employees in all "A" and "B" priority establishments and in "designated establishments" may not quit or be dismissed from employment without a special permit from a Selective Service Officer. This measure was taken to stabilize employment in a much wider range of occupations than had previously been dealt with by stabilizing controls. Since this regulation has been put into effect there has been a marked decrease in the rate of labour turnover. This new control on employment does not constitute any interference with men joining or being called into the Armed Forces. Provision was made for the shift of employment within different establishments in the same industry, except where special circumstances exist.

Farm Labour.—The responsibility of Canadian agriculture for supplying food to Canada's and Britain's armies and war workers was gravely hampered early in the war by the loss of farm labour to war plants and the Armed Forces. Despite the introduction of regulations for stabilizing manpower on farms under National Selective Service in 1942, and special provisions for postponement of call-ups for military training of men essential in agriculture, the farm labour shortage constituted one of the most serious problems during the fiscal year. Agriculture presents the big variable in the manpower picture as the harvesting and planting seasons require many more workers than the slack seasons. The withdrawal of farmers and farm workers from other industries at these seasons accentuates their labour supply difficulties. With the necessity of increasing farm production to higher levels, special arrangements were made to supply Canadian farms with sufficient labour.

As in the preceding year, arrangements were authorized by Order in Council P.C. 3620, May 4, 1943, whereby a Dominion-Provincial Farm Labour Program was organized. Agreements were reached with all the provinces providing for the sharing of expenses of programs in each province for the

recruiting, transporting and placement of farm labour.² Under agreements with the provinces a Dominion-Provincial Farm Labour Committee has been named and a Provincial Director appointed in all cases. In most instances municipal, county or parish committees have been established to help determine local needs and to meet them so far as possible. These local committees, working in close co-operation with the district representatives of the Provincial Department of Agriculture and the Local Employment and Selective Service Offices, were responsible for placing labour available for farm work. Agricultural Employment Advisors attached to the regional Selective Service Offices helped to co-ordinate the work of the Local Employment and Selective Service Offices with that of the provincial and local organizations.

The Department of Labour paid the costs of interprovincial movement of workers and shared equally with each province transportation costs within the province. Organized transfers of farm labour under the Dominion-Provincial Farm Labour Agreements included the transfer of about 700 Saskatchewan farmers to Ontario for haying and early harvesting during the summer of 1943. In the fall approximately 3,700 experienced men from Ontario were transferred to the Prairies to help in the harvest. Girls, to the number of 200, had been transferred from Alberta to British Columbia for berry picking in the early summer. By special appeals or arrangements, students, townspeople, treaty Indians from the Reserves, Prisoners of War and internees assisted on farms throughout Canada.

During September and October about 16,000 men representing the three branches of the Armed Services were engaged in farm work. By arrangement between the Departments of National Defence and Labour, service personnel were given compassionate leave to return to their home farms or were detailed for farm work as a part of military duty. Soldiers under the Farm Duty Plan were moved from Ontario and Quebec to the Prairies and the Maritimes, and from the west coast as far east as Manitoba. Transportation costs were paid under the same terms as applied to other farm help. The Department of Labour paid transportation up to 500 miles for soldiers on compassionate leave to go on their own farms or farms of relatives. Soldiers detailed for farm work as part of their military duty were paid prevailing wage rates for the various areas. In addition the farmer provided board and lodging. The railway members of the Canadian Passenger Association assisted the Department of Labour in moving harvesters over long distances by affording substantially reduced transportation rates between the East and the West.

The Dominion-Provincial Farm Labour Agreements provided that provincial field organizations would assist the Dominion in locating farmers for other essential industries in the off-season. Local Employment and Selective Service Offices, in co-operation with provincial fieldmen and, in some instances, specially appointed agents, were instrumental in recruiting farmers. In the 1943-44 season an extensive advertising campaign was conducted by National Selective Service to recruit farm workers who could be spared from their farms during the winter for such work.

The campaign which began at the completion of harvesting was highly successful in meeting a number of critical labour shortages late in the fall. Approximately 4,500 farm workers were engaged in food processing, mainly in the meat packing industry, which during the winter handled the largest livestock runs on record. Up to the end of the fiscal year over 84,000 permits were issued to farmers to work in essential industry. The return date fixed in most instances was April 1, 1944, but in some cases as the season warranted was extended for varying dates up to May 1, 1944. Through the joint action of Selective Service

² Disbursement to the provinces by the Dominion Government under these agreements was fifty per cent of the total expenditure and amounted to \$334,782.28. In addition, the Dominion Government paid to the transportation companies the whole of the cost of interprovincial transference of farm workers which amounted to \$184,045.65. This latter sum included the cost of transportation of harvest workers moving East or West interprovincially.

Officers and provincial agricultural fieldmen a check was made to see that the men returned to agriculture. It is estimated that many more thousands of farm workers were employed without permits under Section 207 of the National Selective Service Civilian Regulations, which permits farm workers to take off-seasonal or temporary employment for not more than sixty days in any year, providing such employment is outside an urban municipality.

During the year arrangements operated to facilitate cross-border movement of workers to assist in farming and woods operations, consistent with the supply of labour and the seasonal variations in the demand for workers in those industries in the border areas of Canada and the United States.

During the summer of 1943, special campaigns to recruit girls from towns and cities to help on farms were launched. Work projects varied in the different provinces. In Ontario 41 camps operated under the terms of the Dominion-Provincial Farm Labour Agreement to provide accommodation for 3,023 girls on fruit and vegetable farms.

Under the War Emergency Training Program boys from urban areas in Saskatchewan were given four weeks' elementary training courses in agriculture, while working on farms. Through the same program several courses for cheese makers and butter makers were organized in various parts of Canada in order to overcome the shortages in this type of skilled help. Additional experienced help was provided under the Compulsory Employment Transfer Orders when nearly 600 men were directed from less essential industries to agriculture during the year under review.

The Canadian Japanese removed from the coastal areas in British Columbia have furnished approximately 5,000 extra workers for Canadian farms. A detailed statement on this class of worker is to be found elsewhere in this report.

Order in Council P.C. 2821 passed in April, 1943, changed the regulations governing the distribution of conscientious objectors who had been given postponement by the Mobilization Boards. Instead of directing such persons to Alternative Service Camps as previously, Selective Service Officers were authorized to direct them to essential industries. Because of the farm labour shortage, and the circumstance that the majority of these men were from farms, 5,160 out of a total of 8,858 conscientious objectors were placed on farms up to the end of the year. The Order provided that the men be placed under contract with their employers. The farmers were required to pay \$25.00 per month plus board and lodging to each conscientious objector employed, the difference between this and the going wage to be paid to the Canadian Red Cross Society.

The utilization of prisoners of war is treated in another part of this report.

Woods Labour.—In co-operation with the Dominion Bureau of Statistics, the Provincial Forest Services and the Research and Statistics Branch, a survey was made of the possible labour requirements of Forest Industries during the fall and winter season with respect to fuel-wood, the cutting of logs and of pulpwood. This was followed up with an extensive exploration of sources of labour supply, such as agricultural workers, Indians, Japanese and Prisoners of War.

Order in Council P.C. 4861 of June 17, 1943, authorized Selective Service Officers to give compulsory direction to men between the ages of 16 and 65 years of age to specified employment, including the cutting of fuel-wood. During the early fall plans were developed in conjunction with the Fuelwood Controller's Office to avert a threatened shortage of fuel-wood. Meetings were held in Huntsville, Port Arthur, Winnipeg and Regina for the purpose of disseminating information in regard to the urgent necessity of the situation after which contracts were let to pulpwood and other operators by the Fuelwood Controller's

Office. The services of Indians, Doukhobors and Japanese were utilized to increase fuel-wood cutting operations. A total of approximately 375,000 cords of fuel-wood was delivered under this arrangement.

As outlined in the Section dealing with Farm Labour, an extensive campaign was launched prior to the completion of harvesting to recruit available agricultural workers for logging and other woods operations.

Manpower in the Fishing Industry.—The manpower situation in the fishing industry, both in primary operations and in fish processing, received further consideration during the fiscal year by National Selective Service in consultation with Regional Offices, the Federal Department of Fisheries and the Wartime Prices and Trade Board, as well as through direct contact with the industry itself.

A measure of control to meet the manpower needs of the industry was undertaken in Order in Council P.C. 4861, June 17, 1943, which provided for the direction of male persons, 16-64 years of age inclusive, whether employed or not, to specified employment in fishing or fish processing.

To implement this Order in Council on the Atlantic coast, where the shortage of labour in the fish processing plants was most acute, a National Selective Service officer was assigned to give special attention to the labour requirements of such processing plants in the Maritime area.

In addition, Mobilization Boards were asked to give favourable consideration to requests for postponements of men engaged in the fishing industry.

The labour force was further increased by bringing in men from Newfoundland to work in fish processing plants on the Atlantic coast, and by an appeal to farmers and farm workers to take off-seasonal employment in the fishing industry as well as in other essential primary industries.

Manpower Policy in the Coal Industry.—A revised and enlarged manpower policy with regard to the mining of coal was set forth in Order in Council P.C. 4092, which was passed on May 17, 1943. This Order, which was an amendment to the National Selective Service Civilian Regulations Order in Council P.C. 246, followed the proclamation of a state of national emergency with regard to coal production in Canada by Order in Council P.C. 4091, May 17, 1943.

The Order had the effect of stabilizing coal miners in their jobs, even to the extent of preventing voluntary enlistment for military services and thereby stopping the drain in manpower from the industry. It also provided for increasing the number of men engaged in coal mining by authorizing the compulsory transfer to coal mines of ex-coal miners and men liable to the mobilization regulations but unfit for military service. Men subjected to transferrals under the Order were protected as to hours of work and rates of pay, and provision was made for the payment of a living allowance to men required to live away from home. Under the Order, 2,276 ex-coal mine workers were returned to mines.

Arrangements had previously been made with the Department of National Defence to release men serving in the Army who were ex-coal miners. These men were given leave without pay for three months during which time they returned to work in the mines at regular rates of pay. Their transportation costs were paid and working clothes were provided, where necessary, free of charge. When it was necessary for men to live apart from their dependents, supplementary allowances were provided. Some men were released from the Armed Forces under the same conditions. Under these arrangements 2,144 ex-coal miners were returned from the Armed Forces to coal mines.

Order in Council P.C. 6077, July 29, 1943, supplemented the Order of May 17 by empowering National Selective Service Officers to direct any male person over 16 and under 65 years of age to accept or enter employment in coal mining.

On November 6, 1943, by Order in Council P.C. 8561, provision was made for the remuneration of ex-coal mine workers on leave without pay from the Armed Forces, and temporarily unemployed while awaiting direction to employment under orders from National Selective Service Officers. Such payments were chargeable to the War Appropriation. On January 10, 1944, Order in Council P.C. 121, Section 210A, Subsection 9, paragraphs 1 and 2 of the National Selective Service Civilian Regulations were amended so as to extend the period during which coal mine workers should not be accepted for enlistment in the Armed Forces until August 1, 1944. Such persons were deemed under this order to have been granted a postponement order pursuant to the Mobilization Regulations. Exceptions were provided for only with the consent of a Selective Service Officer.

Labour Supply for Eastern Canadian Ports.—Two Orders in Council, P.C. 5160 and P.C. 5161, were passed in June, 1943, to deal with an emergency situation in the loading and unloading of ships at eastern Canadian ports, particularly the port of Halifax. This action was an extension of the wartime plan for the reorganization of ship loading and unloading established by Order in Council P.C. 3511 of April 30, 1942, which appointed a Controller of Loading Operations and created a Central Dispatching Agency through which gangs of longshoremen could be assigned to jobs. Order in Council P.C. 5160 provided for the stabilization of longshoremen in their present jobs, for the return to the docks of men with previous experience in this occupation, and for the direction by Selective Service Officers of men subject to Mobilization Regulations to work as longshoremen.

Under Order in Council P.C. 5161 special arrangements were made in respect to shipping at Halifax. The Order provided for the creation and maintenance of a reserve pool of longshoremen of sufficient number to supplement adequately the regular longshore force when this latter was inadequate to handle the loading and unloading of ships. The labour supply was stabilized by means of a guaranteed minimum weekly wage to regular longshoremen and to the Reserve Pool. The first weekly payment based on a minimum working week of 48 hours was made on September 17, 1943. During the month of March, 1944, arrangements were made for the establishment in Halifax of a Port Company of approximately 336 soldiers provided by the Department of National Defence to be called on only when the civilian supply of longshoremen from the Central Dispatching Agency and the Reserve Pool is insufficient to handle the volume of work.

Part-time Workers.—The recruitment of part-time workers in war industries and in essential civilian services such as hospitals, hotels, laundries, dry-cleaning establishments and restaurants was attempted in a number of centres with remarkable success. Part-time subsidiary employment is exempt from all National Selective Service employment regulations.

Use in Industry of the Services of the Armed Forces.—Order in Council P.C. 8197 of October 22, 1943, authorized the use of certain personnel attached to the Canadian Forestry Corps in woods and lumber operations. Under the provisions of this Order the men remained subject to military discipline. Financial arrangements in connection with the project were under the direction of the Departments of National Defence and Labour.

On October 26, 1943, under Order in Council P.C. 8217 the Minister of Labour and the Minister of National Defence were authorized to make necessary arrangements to utilize low category recruits and members of the Home Defence forces in railway maintenance and operation. This action was taken to "alleviate the acute manpower shortage confronting this industry with its unprecedented volume of wartime and civilian traffic." Order in Council P.C. 9097, December 7, 1943, authorized the carrying out of arrangements provided for in P.C. 8217.

Some 500 men were detailed to railway maintenance, equally divided between the two railway companies. Civilian rates of pay and free lodgings were provided by the railway companies. The project came to a close on December 29, 1943, when the soldiers were recalled to their units. Because of their category most of this group of men were discharged from the Army. A number of men returned to railway employment on a civilian basis.

Military Rejects.—Because of the difficulty of obtaining sufficient guards in penitentiaries Order in Council P.C. 9041 was passed on November 30, 1943, authorizing the direction of military rejects fit for such duties to accept employment at the penitentiaries.³

Employment of Women.—At October 1, 1943, there were 1,075,000 women gainfully employed in Canada as compared with 638,000 in August, 1939. In addition to this there were over 750,000 women—wives and daughters of farmers—who were supplementing the work of men to maintain the high record of farm production.

The greatest expansion in the employment of women was in war industry. In June, 1941, there were 40,000 women so employed. By September 30, 1943, that number had increased to 235,000 to keep pace with the heavy and varied demand of war production. Close co-operation was maintained with provincial Departments of Labour with respect to conditions of work for women, resulting in many new services and improvements. Shortages developed in war industry and essential services in an increasing number of centres throughout Canada and it became necessary to make an appeal to women who ordinarily would not be seeking employment. It was recognized that many of these women would not be able to accept employment for more than part of a day or part of a week. Employers, therefore, had to be encouraged to make greater use of the part-time worker. These appeals established the part-time worker as an integral and valuable part of employment resources.

As indicated in the Section on the Stabilizing of Employment, employment in the teaching profession was stabilized by Order in Council P.C. 4862, June 17, 1943, by retaining in the teaching profession the services of teachers employed in schools, colleges and universities not operated for gain. An appeal was made to teachers by the provincial Departments of Education at the request of National Selective Service, asking them wherever possible to accept essential work during the holidays. Women temporarily accepted employment on farms, in hospitals, restaurants, hotels and in war industry. Throughout the year frequent conferences with the Executive of the Canadian Nurses' Association and the co-operation of this body with National Selective Service enabled the Employment and Selective Service Offices to keep pace with the demands of hospitals and institutions for nursing personnel. In March, 1944, the Canadian Nurses' Association set up an Advisory Board of Nurses to act, whenever necessary, with National Selective Service. Orders in Council P.C. 1665, March 1, 1943, P.C. 4092, May 17, 1943, and P.C. 4891, June 17, 1943, authorized the employment of women, under certain conditions, in specified surface occupations within the steel, coal and iron ore industries.

The Women's Sections of the Employment and Selective Service Offices have co-operated with the Divisions of the Armed Forces in interviewing and referring women desirous of entering the services and thus have effected a good measure of co-operation towards securing additional recruits for these services.

Day Care of Children.—Order in Council P.C. 6242 of July 20, 1942, authorized the Minister of Labour on behalf of the Dominion Government to enter into an agreement with any province for the provision of day nurseries, crèches

³ This and a number of the foregoing Orders in Council were not in the regular series of Compulsory Employment Transfer Orders Nos. 1-7 but they had the effect of authorizing direction to designated employment by National Selective Service Officers.

and recreation centres for children. The scheme is administered by the appropriate provincial Minister. Facilities provided under agreements are primarily for the children of mothers in "war industries" which include essential industries contributory to the war effort. Ontario, Quebec and Alberta entered into agreements with the Dominion Government under this plan but, in the case of the province of Alberta, no further action was taken before the end of the fiscal year.

By March 31, 1944, six day nurseries were operating in the province of Quebec and 21 in the province of Ontario. There were also 36 School Day Centres and 33 Day Care of Children Centres operating in the province of Ontario. In all these centres, special attention was given to the selection of supervisory personnel, health, nutrition and recreation.

Labour Exit Permits.—A labour exit permit system to control the movement of persons from Canada to take employment outside of Canada was established by Order in Council P.C. 9011 of October 1, 1942, effective October 20, 1942. This control was continued under Order in Council P.C. 246 of January 19, 1943, which provided for the establishment of Selective Service controls in respect to residents of Canada desirous of leaving the country. The purpose of the Order is to prevent loss of manpower and to prohibit persons needed in Canada from emigrating. The Labour Exit Permit regulations do not apply to those going to the United States on brief visits. Special temporary permits are issued to special categories of border exchange workers.

The control exercised under the Order has conserved Canadian manpower. Since the establishment of the policy in October, 1942, to the end of the fiscal year approximately 12,000 applications have been dealt with at Head Office in Ottawa. Selective Service Officers at local offices are authorized to refuse applications but they may not grant permits without referring to Head Office. Approximately 55 per cent of the applications have been refused. Generally speaking, Labour Exit Permits are granted to male applicants over sixty years of age and to female applicants over forty-five years of age unless the applicant has skill of value to war or essential civilian industry. No one of military age is granted a permit unless he is able to produce permission in writing to leave Canada from the Chairman of his Mobilization Board. (See also Section on Farm Labour, page 23, dealing with arrangements provided for cross-border movements of agricultural workers.)

Wartime Bureau of Technical Personnel.—The year under review was the third full fiscal year during which the Wartime Bureau of Technical Personnel has operated.

The greater portion of the work connected with establishing a registration of engineers and scientists has now been completed. The register provides complete information concerning the qualifications and special skill, together with the employment history, including the nature of the current employment, of each technical person registered.

During the year there was some increase in activity in the task of assisting the Armed Forces and essential civilian undertakings to fill their needs for science workers. Despite an approximation to the peak of industrial production in some fields and some curtailment in other fields, the demand for technical personnel increased slightly during the year and considerable difficulty was experienced in finding candidates for some vacancies.

The importance of the advisory or consultative function of the Bureau is indicated by the fact that 22,783 interviews were recorded by the Ottawa and regional offices of the Bureau.

In the administration of that section of National Selective Service pertaining to technical personnel regulations, including those sections dealing with uni-

versity science students, proper weight is given to priority needs, first, of the Armed Forces for technical officers and, second, of essential civilian undertakings. Shortages which had existed in the various technical branches of the Armed Forces have been overcome to a great extent. The Bureau continued its efforts to prevent useless turnover of technical personnel in essential civilian undertakings. The number of civilian permit applications granted during the year was 4,745 as compared with 3,869 in the preceding year.

The University Science Students Regulations which first became effective in December, 1942, and which were incorporated in Part III of the National Selective Service Civilian Regulations, Order in Council P.C. 246 of January 19, 1943, are administered by the Bureau in co-operation with the universities. These Regulations provide that before a person is permitted to commence or continue work as a science student he is required to make a declaration stating whether he wishes to volunteer for active service as a technical officer; that he submit to such medical examination as the Department of National Defence may from time to time require; that each science student who completes a course and who does not volunteer for service in the Armed Forces accept employment in such essential work as the Minister of Labour may require. The Regulations also set forth the conditions under which any science student, either before or after graduation, may be interviewed or solicited for employment or offered or taken into employment. To ensure the effective carrying out of the Science Students Regulations, all the universities were visited by representatives of the Bureau along with officers of the technical branches of the Armed Forces. These visits facilitated the selection of members of the graduating classes for appointments in the Armed Forces.

The Advisory Board of the Bureau, composed of representatives of the Engineering Institute of Canada, the Canadian Institute of Mining and Metallurgy, the Canadian Institute of Chemistry, the Canadian Manufacturers' Association, Canadian Universities and provincial professional engineering associations, met several times during the year. The active interest of this Advisory Board in the operation of the Bureau has ensured close co-operation and better understanding as between the authorities which set up and administer manpower control on the one hand, and those who are directly affected on the other.

The major operations of the Bureau for the fiscal year are summed up in the following statistics:

Number of inquiries received from employers.....	1,084
Names referred to employers.....	6,002
Verified placements: Civilian, 692; Services, 245; Total.....	937
Personal interviews.....	22,783
Questionnaires sent out.....	7,125
Questionnaires returned.....	6,451
Permits issued to employers.....	4,745

The above figures do not cover any registrations or any other activities connected with the administration of the University Science Students Regulations.

*Prisoners of War.*⁴—Order in Council P.C. 2326, May 10, 1943, authorized the Minister of Labour to utilize the services of prisoners of war in agriculture and other labour projects. As Canada is a party to the prisoners of war convention concluded at Geneva in 1929, the conditions of employment, rates of pay, etc., conform to the terms of the convention and to British practices in this regard.

Projects outside internment camps are under the direction of the Department of Labour, acting in co-operation with the Department of National Defence.

⁴ The only aspect of Prisoners of War dealt with in this section is the utilization of the services of Prisoners of War in agriculture and other labour projects.

Employers desiring the services of prisoners of war contract with the Department of Labour which approves the type of work, the location of the proposed project and the living accommodation provided by the employer.

Employers pay to the Department of Labour a fixed rate for the services of prisoners of war, this rate being based upon wages paid in the area for similar employment. Prisoners of war receive from the Department of Labour up to fifty cents per working day.

The Department of National Defence supplies the prisoners of war to the Department of Labour, provides Army guards on all projects and is responsible for the security of the prisoners and their discipline. Army personnel escort prisoners of war in transit to or from labour projects and supervise their mail, and the Department of Labour is responsible for the welfare of prisoners while on the projects and exercises a continuous supervision over all activities of labour projects, through inspection officers and other staff personnel.

Considerations of security and administration largely determine the selection of prisoners of war for employment, as well as the type and the location of labour projects.

During the fiscal year prisoners of war were employed in agriculture, woods operations including the production of fuel-wood, pulpwood, lumber, ties and cord-wood for chemical manufacture, railway track maintenance, leather tanning operations and production of peat moss. The great majority of prisoners of war employed were engaged in woods operations.

(2) MOBILIZATION

The Report of the Department of Labour for the fiscal year ending March 31, 1943, contained a history and a short statement of those regulations governing compulsory mobilization of manpower for the army in Canada, during World War II.

During the fiscal year under review up until March 4, 1944, Canadian mobilization operations for the army were governed by the National Selective Service Mobilization Regulations, P.C. 10924, dated December 1, 1942, and amendments as follows:

- P.C. 11240, dated December 11, 1942;
- P.C. 455, dated January 19, 1943;
- P.C. 740, dated January 28, 1943;
- P.C. 1713, dated March 4, 1943;
- P.C. 1836, dated March 8, 1943;
- P.C. 2821, dated April 7, 1943;
- P.C. 6990, dated September 7, 1943;
- P.C. 9041, dated November 30, 1943, and
- P.C. 9919, dated December 31, 1943.

As of March 4, 1944, for purposes of revising and consolidating the Regulations governing mobilization, the National Selective Service Mobilization Regulations were revoked and replaced by the National Selective Service Mobilization Regulations, 1944, as contained in Order in Council P.C. 1355 of the same date.

On April 7, 1943, and August 9, 1943, respectively, there were extensions of the designated age classes by proclamations.

The Proclamation of April 7 added to the formerly designated age classes and parts of age classes every designated man who was born in 1924 who had not been called for medical examination due to the fact that he had not attained 19 years of age, and every man who was born in any of the years 1916 to 1902

inclusive who, on July 15, 1940, was single or judicially separated with or without children, or a widower without child or children or who, since that date, has been divorced or judicially separated with child or children, or has become a widower without child or children.

The Proclamation of August 9 added to the formerly designated age classes and parts of age classes men born in 1925 with the proviso that these men are not to be called for medical examination until they reach the age of 18 years and 6 months, and men who were born in the years 1916, 1915, 1914 or 1913, who had not previously been designated in view of their marital status.

Including the additions mentioned above, the following classes and parts of age classes of men were made subject to compulsory mobilization:

- (a) Every man born in the years 1913-1925, inclusive, with the proviso that men born in the year 1925 are not callable until they reach the age of 18 years and six months;
- (b) Every man born in the years 1902-1912, inclusive, who, at July 15, 1940, was
 - (i) a widower without child or children; or
 - (ii) was a judicially separated man, with or without child or children; or
 - (iii) was an unmarried man; or
 - (iv) was a divorcee, with or without child or children; or
 - (v) who, since July 15, 1940, became divorced, whether or not he has child or children; or
 - (vi) who, since July 15, 1940, has been judicially separated, whether or not he has a child or children; or
 - (vii) who, since July 15, 1940, became a widower without child or children.

Outstanding additional amendments to the Regulations include provisions whereby:

1. The Minister may authorize Registrars to select persons other than British subjects for purposes of mobilization when they have been in Canada for a lesser period than one year, this power having been exercised by the Minister in relation to American aliens, the specified period in question being three months;

2. An applicant for postponement may file his application within 14 clear days from the date specified in his Order-Medical Examination, or with the consent of the Board at some subsequent time. Similarly an employer supporting an application may be given additional time for filing supporting material with consent of the Board;

3. At the request of a representative of the Department of National Defence, where a designated man has ceased or will soon cease to be a member of His Majesty's Canadian Naval or Air Services on Active Service, and such man is considered fit for military training, the Registrar may serve or cause such man to be served with an Order-Military Training, requiring him to report at a military centre for purposes of the Regulations;

4. Upon an investigation of the facts, the Board finds that a married man or widower, who would have been in a designated class if he were unmarried or had no children, is not maintaining his wife, his wife and children, or his children, as the case may be, or is not making a reasonable contribution to their support, the Board may order that he be subject to the Mobilization Regulations and such man becomes subject to the Regulations until the Board revokes its order in this respect;

5. Postponement orders for unlimited periods may be granted to persons employed in agriculture and also to persons employed in essential industry. However, in all remaining cases postponement orders are granted for not more than 12 months in the first instance with one or more extensions, in the discretion of the Board, these being of not more than 6 months each;

6. Mobilization Boards no longer have jurisdiction with respect to the assignment of duly postponed Conscientious Objectors to alternative service. This latter jurisdiction is now vested in responsible authorities of the Civilian Section of National Selective Service. These Boards now confine their function to deciding upon applications for postponement based on grounds of conscientious objection;

7. Registrars may now order men to report for medical examination, to an Army Medical Board at a Reception Centre of the Army, to a civilian physician belonging to a prescribed panel of physicians or to the nearest examining physician of the man's own choice. A special effort is made to send as many men as possible for examination to Army Medical Boards to ensure the assignment of a finalized medical category as soon as possible. Men are ordered to report as above for medical examination, in the discretion of the Registrar, depending on the distance of their homes from the Army Medical Boards or other examining physicians;

8. Under Part 2 of the Regulations, men not fit, in the opinion of the Registrar, for military training may be ordered out as guards in the penitentiaries of Canada;

9. Power has been given to the Minister whereby he may oblige all employers to require of their employees that there be produced for the inspection of the employer prescribed documents showing good standing on the part of any employee for purposes of The National Selective Service Mobilization Regulations, 1944. In addition to this, employers may be required to report to appropriate Registrars such of their employees who are found not to be in good standing for purposes of the National Selective Service Mobilization Regulations, 1944. Pursuant to this provision, as of January 27, 1944, the Minister ordered all employers in Canada to require their employees to establish good standing under the Mobilization Regulations to the satisfaction of such employers and likewise to report those found not in good standing on or before May 1, 1944. As of March 31, 1944, statistics show that employers had reported to Registrars, 3,896 cases, 411 of which were found not to be in good standing, while 2,334 were found to be in good standing. At the date last mentioned, 1,151 cases were still under review. As of March 31, 1944, employers still had one month more to comply with the provisions of this Order of the Minister.

In view of the scarcity of labour for work of high labour priority, it was decided to establish travelling medical boards to facilitate medical examination of men at their places of employment. In the Cities of Port Arthur and Fort William, Ontario, these Boards examined 1,056 men. As of March 31, 1944, the Boards operated or were about to operate in industrial centres of Ontario, Quebec and Nova Scotia.

In view of the national emergency in relation to the production of coal as declared during the 1943 session of Parliament, steps were taken under an Order in Council to prohibit not only compulsory mobilization of coal miners but also their voluntary enlistment. This Order in Council remained in effect up to March 31, 1944.

Throughout the year under review, special efforts were made to trace men who failed to respond to Orders-Medical Examination and Orders-Military Training served upon them by registered post at their last given address appearing on National Registration cards. It was found necessary to employ two

commercial reporting organizations to assist the staff of the Mobilization Section in this work of locating missing men. As of March 31, 1944, these commercial reporting organizations had located 25,701 missing men. It was found that the assistance given by these organizations was of great help to the R.C.M.P. and other police forces and that in many cases the men being traced had either voluntarily enlisted in the armed forces or had failed to give change of address to appropriate authorities.

Up to March 31, 1944, there were commenced 5,227 prosecutions and 5,150 convictions were obtained. Special raids were made by the R.C.M.P. and other police forces in company with military police on public places throughout the country. Up to the close of the year 3,775 places were visited in Canada; 63,506 persons were checked for compliance with Mobilization Regulations; 373 were charged with breach of the Mobilization Regulations and 271 persons were charged with breach of National Registration Regulations. In addition to this, the police apprehended 145 deserters during the raids.

The policy with respect to postponement of university students was revised during the fiscal year. On the recommendation of the National Conference of Canadian universities, the Boards were advised in September, 1943, that male students, subject to call and who had completed satisfactorily the work of at least one academic session in the university, should be served with an Order-Medical unless they were enrolled in a course defined from time to time by the Director of National Selective Service on the recommendation of a University Advisory Board as essential to the national interest or contributing to the prosecution of the war. This Advisory Board was later set up and is composed of Presidents of universities and officials of Government departments. At its first meeting this Board recommended to the Director of National Selective Service that the following courses should be considered as contributing to the prosecution of the war or in the national interest:

Medicine	Commerce
Dentistry	Veterinary Science
Engineering or Applied Science	Specialized courses in Mathematics,
Architecture	Physics, Chemistry, Biology, or
Agriculture	Geology or courses which enable
Pharmacy	students to prepare and qualify
Forestry	for specialized courses in Mathe-
Education	matics, Physics, Chemistry, Bio-
	logy or Geology.

Students enrolled in such courses must continue to meet the academic requirements of the university and must comply with the requirements as to military training.

At the same time, it was recommended that any male student who is subject to call and who is enrolled in any degree course not enumerated above should be considered to be pursuing a course essential to the national interest, provided that in the regular session of 1943-44 he is in the upper half of all the students enrolled in the same academic year of his course, as determined by the final examinations for the session.

These recommendations were accepted by the Director of National Selective Service and have been passed on to the Mobilization Boards.

IV. INDUSTRIAL RELATIONS

CONCILIATION AND LABOUR ACT

Under the provisions of the Conciliation and Labour Act (Chapter 110 of the Revised Statutes of Canada, 1927), the Minister of Labour is empowered to inquire into the causes and circumstances of an industrial dispute, to take such steps as he deems expedient to bring the parties together, and to appoint a conciliator or an arbitrator to deal with any dispute when so requested.

In order to administer this Act and complementary legislation, the Department maintains an Industrial Relations Branch, headed by a Director of Industrial Relations, under whom function a headquarters staff in Ottawa and a field force of Industrial Relations Officers. The officers in the field are stationed at Vancouver, Winnipeg, Toronto, Ottawa, Montreal, Fredericton, N.B. and Sydney, N.S.

During the fiscal year ending March 31, 1944, officers of the Industrial Relations Branch dealt with 526 industrial disputes or controversial situations. These involved 226,557 workers employed in 761 separate establishments.

In 201 cases strike action by the workers occurred before the dispute was referred to the Department. By means of conciliation or mediation Industrial Relations Officers were able to secure a resumption of work in 119 of these strikes. In 63 disputes where stoppage of work was threatened, strikes were averted in 40 instances as the result of intervention by conciliation officers. In 228 situations mediation by Departmental officers was successful, and in only 30 cases was there definite failure in their efforts towards conciliation. The remainder were, for the most part, situations in which it was not readily possible to have either success or failure, or which called for technical services only.

The 526 cases were analysed as follows:—

Strikes.....	201
Threatened Strikes.....	63
Controversies.....	262
<i>Predominant Cause or Object</i>	
Increase in wages.....	104
Decrease in wages.....	7
Increase in wages and reduced hours.....	1
Increase in wages and other changes.....	21
Increase in wages and Union recognition.....	2
Reduced hours.....	2
Other causes affecting wages and working conditions.....	37
Recognition of Union.....	96
Employment of Union members only.....	14
Discharge of workers for Union activity or membership.....	65
Union jurisdiction.....	19
To secure or to maintain Union wages and working conditions.....	13
Other Union questions.....	19
Discharge of Workers (other than in connection with Union questions and including refusal to reinstate).....	43
Employment of Particular Persons (other than <i>re</i> Union matters).....	15
Sympathetic.....	3
Unclassified.....	65
<i>Disposition</i>	
Strike averted through mediation.....	40
Strike terminated through mediation.....	119
Controversy settled by conciliation or other Departmental action....	122
Conciliation Board applied for.....	10

I.D.I. Commissioner appointed under P.C. 4020.....	24
Agreement signed.....	14
Other disposition (i.e. (a) Replacement, (b) Return of workers (without mediation), (c) Return of workers and reference to the National War Labour Board) etc.....	184
Disposition pending at end of period.....	13
<i>Settlement</i>	
In favour of employees.....	132
In favour of employers.....	112
Compromise.....	35
Indefinite or pending.....	140
Not known.....	107
<i>Method of Settlement</i>	
Conciliation.....	251
Direct negotiations.....	60
Arbitration.....	16
Administrative action.....	18
Representation votes by joint consent.....	42
Investigation only.....	139

INDUSTRIAL DISPUTES INVESTIGATION ACT

During the fiscal year 1943-44, fourteen applications as listed below were made for the taking of strike votes under the provisions of Order in Council P.C. 7307. In the first six cases strike votes were conducted, while in cases Nos. 7-11 inclusive, representatives of the Department were successful in having the parties reach a satisfactory settlement of the dispute in question, thereby obviating the necessity of taking a strike vote. Action in the last three cases was pending at the end of the fiscal year.

1. Davie Shipbuilding and Repairing Company, Limited, Lauzon, P.Q., and its employees, members of Local 5, Canadian Union of Boilermakers and Iron Shipbuilders (C.C.L.).
2. George T. Davie and Sons, Limited, Lauzon, P.Q., and its employees, members of Local 7, Canadian Union of Boilermakers and Iron Shipbuilders (C.C.L.).
3. Morton Engineering and Dry Dock Company, Limited, Quebec, P.Q., and its employees, members of Local 6, Canadian Union of Boilermakers and Iron Shipbuilders (C.C.L.).
4. Levis Ferry, Limited, Quebec, P.Q., and its employees, members of Division 229, Canadian Brotherhood of Railway Employees and Other Transport Workers.
5. J. Ford Company, Limited, Portneuf Station, P.Q., and its employees, members of the National Catholic Syndicate of Paper Workers of Portneuf Station.
6. Canada Packers, Limited, St. Boniface, Man., and its employees, members of Local 216, United Packinghouse Workers of America.
7. Queen Charlotte Island Logging Companies, and their employees, members of Local 1-71, International Woodworkers of America.
8. West Coast Shipbuilders and Hamilton Bridge (Western), Limited, Vancouver, B.C., and their employees, members of the following unions: Local 1, Boilermakers and Iron Shipbuilders Union of Canada; Local 2, Dock and Shipyard Workers' Union of Vancouver and District; Lodge 692, International Association of Machinists; Local 1, Amalgamated Building Workers of Canada; Local 2, Amalgamated Shipwrights, Joiners, Boat Builders and Caulkers; Local 170, United Association of Plumbers and Steamfitters; and Local 3, Amalgamated Electrical Workers, and Local No. 115, International Union of Operating Engineers.

9. Goodyear Tire and Rubber Company of Canada, Limited, New Toronto, Ont., and its employees, members of Local 232, United Rubber Workers of America.
10. Goodyear Tire and Rubber Company of Canada, Limited, Bowmanville, Ont., and its employees, members of Local 189, United Rubber Workers of America.
11. Dominion Rubber Company, Limited, St. Jerome, P.Q., and its employees, members of Local 144, St. Jerome Rubber Workers' Federal Union (T. and L.C.).
12. Dominion Textile Company, Limited, (General Machine Shop and Merchants Branches), Montreal, P.Q., and its employees, members of Local 102, United Textile Workers of America.
13. Montreal Cottons, Limited, Valleyfield, P.Q., and its employees, members of Local 100, United Textile Workers of America.
14. Dominion Textile Company, Limited (Mount Royal Colonial and Hochelaga Mills), Montreal, P.Q., and its employees, members of Local 102, United Textile Workers of America.

Strikes not Averted 1943-44.—During the fiscal year 1943-44 strikes were not averted in the following cases in which applications had been received for the establishment of Boards of Conciliation and Investigation:

- Lake St. John Power and Paper Company, Limited, Dolbeau, P.Q., and its employees, members of the National Catholic Syndicate of Pulp and Paper Workers of Dolbeau, Inc.;
- Sorel Industries, Limited, Sorel, P.Q., and its employees, members of the Metal Trades Council of Sorel;
- Price Brothers and Company, Limited, Kenogami, P.Q., and its employees, members of the National Catholic Syndicate of Pulp and Paper Workers;
- Price Brothers and Company, Limited, Jonquiere, P.Q., and its employees, members of the National Catholic Syndicate of Pulp and Paper Workers;
- Price Brothers and Company, Limited, Riverbend, P.Q., and its employees, members of the National Catholic Syndicate of Pulp and Paper Workers;
- Davie Shipbuilding and Repairing Company, Limited, Lauzon, P.Q., and its employees, members of Local 3, Canadian Union of Boilermakers and Iron Shipbuilders (C.C.L.);
- George T. Davie and Sons, Limited, Lauzon, P.Q., and its employees, members of Local 7, Canadian Union of Boilermakers and Iron Shipbuilders (C.C.L.);
- Morton Engineering and Dry Dock Company, Limited, Quebec, P.Q., and its employees, members of Local 6, Canadian Union of Boilermakers and Iron Shipbuilders (C.C.L.);
- Massey-Harris Company, Limited, Brantford, Ont., and its employees, members of the United Automobile Workers of America (C.I.O.);
- Ocean View Bus Service, Limited, Halifax, N.S., Charles A. Pender Bus Service, Limited, Halifax, N.S., and Bell Buses, Limited, Dartmouth, N.S., and their employees, members of Division 235, Canadian Brotherhood of Railway Employees and Other Transport Workers;
- Ayers, Limited, Lachute Mills, P.Q., and its employees, members of Local 9, United Textile Workers of Canada;
- Queen Charlotte Island Logging Companies and their employees, members of Local 1-71, International Woodworkers of America;
- Dominion Rubber Company, Limited, Kitchener, Ont., and its employees, members of Local 80, United Rubber Workers of America;

TABLE I.—PROCEEDINGS BY INDUSTRIES FROM APRIL 1, 1943, TO MARCH 31, 1944

	Number of Applications for Boards	Number of Boards Established	Number of Strikes not Averted or Ended
1. Disputes affecting mines, transportation and communication, other public utilities and war work—			
(1) Mining—			
Coal.....	1		
Other non-metallic.....	5	1	
Metal.....			
(2) Transportation and Communication—			
Steam Railways.....	5	2	
Street and Electric Railways.....	1		
Motor Transportation.....	1	1	1
Express.....			
Shipping.....	1		
Telephones.....			
Telegraph.....	1	1	
(3) Miscellaneous—			
Light and Power and Water Works.....	1	1	
Elevators.....			
(4) War Work.....	81	42	12
2. Disputes not falling clearly within the scope of the Act.....	15		
Totals.....	112	47 ¹	13

¹ One Board was established by the Minister of Labour under Section 65 of the Act, without application from either party.

TABLE 2.—PROCEEDINGS BY INDUSTRIES FROM MARCH 22, 1907, TO MARCH 31, 1944

	Number of Applications for Boards	Number of Strikes not Averted or Ended
1. Disputes affecting mines, transportation and communication, other public utilities and war work—		
(1) Mining and smelting—		
Coal.....	117	13
Other non-metallic.....	4	
Metal.....	26	6
Asbestos.....	5	
Salt.....	2	1
(2) Transportation and Communication—		
Steam Railways.....	282	7
Street and Electric Railways.....	159	8
Motor Transportation.....	32	1
Express.....	16	1
Shipping.....	79	1
Telegraphs.....	37	1
Telephones.....	14	
(3) Miscellaneous—		
Light and Power and Waterworks.....	72	3
Elevators.....	16	
(4) War Work.....	374	29
2. Disputes not falling clearly within the direct scope of the Act.....	213	2
Total.....	1,448	73

TABLE 3.—NUMBER OF DISPUTES DEALT WITH BY FISCAL YEARS, 1907-1944

	1907-1908	1908-1909	1909-1910	1910-1911	1911-1912	1912-1913	1913-1914	1914-1915	1915-1916	1916-1917	1917-1918	1918-1919	1919-1920	1920-1921	1921-1922	1922-1923	1923-1924	1924-1925	1925-1926	1926-1927	1927-1928	1928-1929	1929-1930	1930-1931	1931-1932	1932-1933	1933-1934	1934-1935	1935-1936	1936-1937	1937-1938	1938-1939	1939-1940	1940-1941	1941-1942	1942-1943	1943-1944	Total
No. of applications.....	34	21	27	24	18	21	16	16	14	36	52	95	72	63	49	39	22	19	4	19	23	22	23	23	20	13	17	16	27	21	29	31	50	82	132	145	112	1,447
No. of Boards granted....	31	19	25	19	15	17	15	17	11	20	38	60	46	37	31	27	13	9	0	11	11	13	14	10	6	10	11	2	7	12	7	15	15	40	45	36	47	762
No. of disputes where strike not averted (or ended)...	1	1	4	4	4	4	0	1	1	1	1	2	3	6	1	2	0	1	0	0	0	1	0	0	0	0	0	0	1	0	0	0	2	3	9	7	13	73

The figures contained in the above Table may appear to show discrepancies as compared with those appearing in Table 1. A closer examination, however, will show the respective statements to be in agreement. A complete statement of proceedings for a year must show all disputes dealt with during that period. The figures of the yearly statement include, therefore, disputes carried over from the previous year which were counted in the summary of that year's proceedings. Thus the same dispute may properly figure in the annual statement for each of two years. In the statistical recapitulation covering several years, as above, it is necessary that no dispute shall be counted more than once, and account is taken only of the number of applications received during each year.

TABLE 4.—NUMBER OF DISPUTES DEALT WITH BY CALENDAR YEARS, 1907-1944

—	1907																																								Total
	9 mos. ²	1908	1909	1910	1911	1912	1913	1914	1915	1916	1917	1918	1919	1920	1921	1922	1923	1924	1925	1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	1936	1937	1938	1939	1940	1941	1942	1943	1944	3 mos. ³		
No. of applications.....	25	27	22	28	21	16	18	15	29	53	93	70	61	54	42	22	22	4	14	26	25	21	22	19	16	18	23	23	24	33	44	66	143	106	151	18	1,448				
No. of Boards granted.	22	25	21	23	16	16	15	18	12	16	37	59	47	41	26	29	17	10	0	9	13	13	10	6	8	12	4	7	10	9	13	12	32	53	29	59	6	774			
No. of disputes where strike not averted (or ended)...	1	1	4	4	4	3	1	1	1	1	1	2	3	5	2	2	0	0	1	0	0	1	0	0	0	0	0	0	1	0	0	0	2	3	9	1	25	0	79		

* The Act became law on March 22, 1907, so that the proceedings cover nine months only.

* To the end of the fiscal year, March 31.

(The remark following Table 3 applies equally to apparent discrepancies as between the above summary by calendar years and yearly summaries of proceedings.)

TABLE 5.—CAUSES OF DISPUTES IN CONNECTION WITH WHICH APPLICATIONS WERE MADE FOR THE ESTABLISHMENT OF BOARDS OF CONCILIATION AND INVESTIGATION

Cause	Calendar year 1941	Fiscal year 1941-42	Calendar year 1942	Fiscal year 1942-43	Calendar year 1943	Fiscal year 1943-44
Union recognition solely....	44	50	16	23	15	6
Union recognition and other causes.....	45	40	61	89	96	85
Other than Union recognition.....	54	42	29	33	40	21
Total.....	143	132	106	145	151	112

TABLE 6.—APPLICATIONS DEALT WITH UNDER PROVISIONS OF INDUSTRIAL DISPUTES INVESTIGATION ACT, FISCAL YEAR 1943-44

Applications made during fiscal year 1943-44, referred to Boards of Conciliation and Investigation.....	31 ⁴
Applications in which dispute settled with assistance of Industrial Disputes Inquiry Commissioners.....	25
Applications in which Industrial Disputes Inquiry Commissioners considered establishment of Board not warranted.....	3
Settled by mediation of Departmental Officer (not referred to Board).....	1
Settled through direct negotiations.....	9
Referred to Provincial Department of Labour.....	8
Application not supported by majority of employees.....	8
Outside scope of Act.....	15
Under consideration at close of fiscal year.....	12
Total number of applications dealt with during fiscal year 1943-44.....	112

⁴ The figure of 31 applications referred to Boards of Conciliation and Investigation does not correspond with the figure shown in Table 1 of Boards established. This is accounted for by the fact that one Board was established by the Minister of Labour without application from either party to the dispute and 15 applications were carried over from the fiscal year 1942-43.

STATISTICAL RECORD OF STRIKES AND LOCKOUTS IN CANADA BY CALENDAR YEARS

References and figures in the following statement pertain to all industrial disputes in Canada without any distinction as to whether they are dealt with under Dominion or Provincial legislation.

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment towards the end of 1900. Tables are published each month in the *Labour Gazette* of strikes and lockouts in existence during the month giving particulars as to duration, cause, method of settlement and result of each strike. A review, with a statistical analysis for each calendar year, is published as early as possible in the year following. A strike or lockout, included as such in the record, is a cessation of work involving six or more employees for at least one working day or a number of workers for part of a day causing a time loss of ten or more man-working days. The statistical compilation includes only workers directly involved, that is, those on strike or locked out, but the employees indirectly affected, that is, unable to work because of the work stoppage, are shown in footnotes when the number is important.

Notification of the occurrence of a strike or lockout is sent immediately to the Director of Industrial Relations by officers of the Department throughout Canada, and, in applicable cases, by officers of provincial Departments of Labour. Information is also obtained from representatives of the workers involved, from the employers concerned and from other sources. A statement as to each strike, showing causes, dates, result, etc., is obtained, if possible, from representatives of each party.

There were 402 strikes and lockouts recorded in Canada during the year 1943. These involved a total of 218,404 workers and caused a time loss of 1,041,198 man-working days. There were 354 strikes recorded during 1942 in which 113,916 workers were involved causing idleness of 450,202 man days. The figures for 1943 show a substantial increase in strike activity as compared with recent years. The total loss of time was less, however, than the average, 1,101,694 man days, for the 15-year period 1911 to 1925, even though the working force during that time was much smaller than in 1943.

In times of rapid expansion in the working force and in industrial activity, strikes usually become more numerous. This has been the case since 1939, and it also occurred in the years of high production and employment during the last war. The Dominion Bureau of Statistics index of employment has increased about 75 per cent since January, 1939, and has more than doubled since 1921. Industrial production in 1943 was about two and a half times what it was in 1939.

A large proportion of the strikes in 1943 were of short duration and many involved a comparatively small number of workers. Three hundred and ten of the 402 strikes during the year (or 77 per cent) were of less than 5 days' duration and caused about one-fifth of the total time loss, about the same proportion as was caused by a single strike of aircraft workers in Montreal. One hundred and fifty strikes were of one day's duration or less. Nineteen of the larger strikes, or less than 5 per cent of the total number, caused 76 per cent of the total time loss.

More than half the strikes in 1943 were in manufacturing and caused nearly 75 per cent of the number of man days lost. A great increase in loss of time, as compared with 1942, was recorded in metal manufacturing and in shipbuilding, both of which industries have shown great expansion since the outbreak of war. Strikes in mining numbered 120, of which 111 were in coal mining. The latter caused nearly one-fifth of the total time loss, a large increase as compared with recent years due to a strike in District 18 in Alberta and British Columbia which involved more than 9,000 workers and caused a loss of 94,000 man days.

The principal cause of strikes in 1943 was to obtain increases in wages, there being a total of 135 such strikes during the year. Forty-five strikes were for recognition of union. Twenty-seven per cent of the workers involved in all strikes were successful in their demands, 31 per cent were partially successful and 37 per cent were unsuccessful. Conciliation was a factor in the settlement of 186 strikes and negotiations in the case of 102.

A complete survey of strikes and lockouts in Canada during 1943 was published in the *Labour Gazette*, March issue, 1944, pages 315-353. Comparative figures and charts covering the period 1901-1943 are included in the survey.

The annual review of strikes and lockouts in other countries during 1943 was published in the *Labour Gazette*, March issue, 1944, pages 354-356.

V.—WARTIME LABOUR RELATIONS BOARD

A Dominion measure to provide for collective bargaining between employers and employees (as designated in the Regulations and as set forth below) and to provide for the settlement of industrial disputes was adopted by Order in Council, known as the Wartime Labour Relations Regulations (P.C. 1003, February 17, 1944). The Order was passed under the authority of the War Measures Act. The Regulations came into force on March 20, 1944, with the adoption of P.C. 1982.

Recommendations for the enactment of such a measure were made as a result of the inquiry of the National War Labour Board into labour relations and wage conditions in Canada, the report of which was made to the Government in August, 1943. Subsequently copies of the report were forwarded to the provincial governments and a three-day conference between the Dominion and Provincial Ministers of Labour and their officers was held in Ottawa in November, 1943, at which these recommendations and proposals arising therefrom submitted by the Dominion Department of Labour, were discussed.

At a later date a draft of the proposed Wartime Labour Relations Regulations was sent out to the provinces and to the national central organizations of trade unions and employers with a request for a full expression of their various views and suggestions.

Summary of Regulations.—The Regulations are administered by a Board known as the Wartime Labour Relations Board consisting of a Chairman, a Vice-Chairman and eight other members. Of the eight "other members" four represent employer organizations and four represent employee organizations.

The Regulations apply to the following classes of employers and their employees:

1. Employers engaged in industries of a national or inter-provincial character which are ordinarily within Dominion jurisdiction, including crown companies engaged in the handling or manufacture of war supplies, and the National Harbours Board;

2. Employers in war industries as described in Schedule "A" to the regulations;

3. All other industry ordinarily within the jurisdiction of the provinces where any province by appropriate legislative action brings the same within the scope of the Regulations. In so far as these industries are concerned, each province may make its own decision as to whether or not they shall be brought under the Regulations.

Provision is also made in the Regulations for an agreement between the Dominion and any province to set up suitable provincial administrative agencies to administer the Regulations except as to national or interprovincial employers and employees. At the close of the year under review, agreements between seven of the provincial authorities and the Dominion were actively under negotiation. The National Board established under the Regulations will, however, be responsible for the formulation of general policy and for the hearing and deciding of appeals from the decisions of provincial Boards.

Provision for Compulsory Collective Bargaining.—The provisions for compulsory collective bargaining and settlement of disputes include the following:

1. A procedure is established for the certification of bargaining representatives by the Board, following upon their proper election by the employees concerned or upon their proper election or appointment by a trade union;

2. Collective bargaining negotiations may then be initiated by either the employer or the bargaining representatives of the employees on notice to the other party. The parties are required to negotiate with each other in good faith in an effort to complete agreement;

3. In the event an agreement cannot be reached within thirty days, application may be made to the Board by either party for intervention. On request to the Dominion Minister of Labour a conciliation officer is then assigned to assist the parties to reach an agreement. Provision is made for the appointment of a Conciliation Board by the Dominion Minister of Labour on the recommendation of the conciliation officer should he fail in his effort to effect a settlement. Until bargaining representatives have been appointed and during the prescribed process of negotiation for a collective agreement, including conciliation and fourteen days after a Board of Conciliation has reported, strikes by employees and lockouts by employers are prohibited;

4. Negotiations for the renewal of an existing agreement may be initiated by either party within the sixty-day period prior to the expiry thereof, and following upon such notice the parties must negotiate in good faith with each other for the renewal of such agreement;

5. Where a collective agreement has been entered into, new bargaining representatives may not be elected or appointed until after ten months of the term of the agreement have elapsed.

Grievance Procedure and Settlement of Disputes.—The provision made for the settlement of grievance disputes is designed to place upon the employers and employees concerned the joint responsibility for the settlement thereof by their own action rather than by an outside agency.

In the first place, the parties must provide in every collective agreement a procedure for the final settlement, without stoppage of work, of grievances arising out of the application or violation of the terms of the agreement, and in any instance where this is not so provided the Board is required to establish an appropriate procedure for this purpose. Resort to strikes or lockouts is accordingly unnecessary and is forbidden during the term of a collective agreement.

Where there is no collective agreement in effect and a dispute arises in respect of any change in existing conditions of employment proposed by an employer, a sixty-day delay is provided for the purpose of enabling the employees to elect bargaining representatives and for the initiation of collective bargaining proceedings.

Unfair Practices.—Unfair practices on the part of employers and employees and trade unions or employees' organizations are defined and prohibited and penalties are provided for failure to observe such prohibitions.

Employers are prohibited from seeking to dominate or interfere with trade unions or employees' organizations or contributing financial support to them; from refusing to employ or otherwise discriminating against members of trade unions or employees' organizations, or from dismissing an employee for belonging to a trade union or employees' organization or for exercising his lawful rights as a member or officer thereof.

Trade unions and employees' organizations are prohibited from using coercion or intimidation to compel employees to join a trade union or employees' organization; from engaging in organizing activities during working hours at the

employees' place of employment except with the consent of the employer; and from supporting, encouraging or engaging in a slowdown or other activities designed to restrict or limit production.

The Industrial Disputes Investigation Act is inoperative while the Wartime Labour Relations Order is in force, except as to matters pending. Certain Orders in Council relating to matters covered by the new Order are revoked or suspended.

Wartime Labour Relations Board.—The Wartime Labour Relations Board (National) was appointed on March 16, 1944, by Order in Council P.C. 1895, and on March 20, 1944, by Order in Council P.C. 1982, the Wartime Labour Relations Regulations were brought into force. It held its initial sittings on March 27, 28 and 29.

The Board consists of ten members: the Chairman, the Vice-Chairman, four members elected as representative of the point of view of employees, and four as representative of the point of view of the employers. The Honourable Mr. Justice G. B. O'Connor of Edmonton, Alberta, a Justice of the Supreme Court of Alberta, is Chairman, and the Vice-Chairman is the Honourable Mr. Justice J. N. Francoeur, of Quebec City, a Justice of the Court of King's Bench for the Province of Quebec.

The four members representing the employees' viewpoint are: Mr. A. R. Mosher, Canadian Congress of Labour, Ottawa, Ont., Mr. F. Molineux, Brotherhood of Painters, Decorators and Paperhangers of America, Hamilton, Ont., Mr. W. L. Best, C.B.E., Brotherhood of Locomotive Firemen and Enginemen, Ottawa, Ont., and Mr. R. Harmegnies, The National Federation of Aluminum Workers, St. Joseph d'Alma, Que.

The four members representing the employers' viewpoint are: Mr. H. Taylor, Canadian National Carbon Company, Limited, Toronto, Ont., Mr. W. H. Browne, The Moore Corporation Limited, Toronto, Ont., Mr. A. Deschamps, Contractor, Montreal, Que., and Mr. A. J. Hills, Canadian National Railways, Montreal, Quebec.

The Board appointed Mr. M. M. Maclean, Director of Industrial Relations, Department of Labour, as Chief Executive Officer of the Board and Mr. Bernard Wilson, Industrial Relations Officer of the Department, as Secretary of the Board.

Nineteen applications for certification of bargaining representatives were received prior to March 31.

Following an agreement reached with the government of the Province of Ontario with respect to the administration of the Regulations in that province, an Order in Council was passed on March 30, 1944 (P.C. 2301), providing that the Ontario Labour Court would continue with the cases which were before it on the date the Regulations came into force. This Order also provided that any trade union or employees' organization given certification by the Ontario Labour Court would be similarly recognized as to its bargaining representatives under the Wartime Labour Relations Regulations.

VI. INDUSTRIAL PRODUCTION CO-OPERATION BOARD

In February, 1943, on the joint recommendation of the Minister of Labour and the Minister of Munitions and Supply the Interdepartmental Committee on Labour-Management Committees was formed. H. Carl Goldenberg, Director General of the Economics and Statistics Branch, Department of Munitions and Supply, was appointed Chairman. Associated with him on the Committee were M. M. Maclean, Director of Industrial Relations, Department of Labour, and H. J. Carmichael, Co-ordinator of Production and Chairman of the Production Board, Department of Munitions and Supply.

An advisory committee composed of representatives of trade union and employer groups was constituted to assist the Interdepartmental Committee in its work. It consisted of Percy Bengough, President of the Trades and Labour Congress of Canada; Pat Conroy, Secretary-Treasurer of the Canadian Congress of Labour; Roma Groulx, General Organizer of the Canadian and Catholic Confederation of Labour; C. Willis George, representing the Canadian Manufacturers' Association; J. Clark Reilly, representing the Canadian Construction Association; and D. B. Chant, representing the Federal Department of Labour. To these was later added Lt.-Colonel J. A. W. LaBelle, representing employers.

In March, 1943, the decision of the Government officially to encourage and sponsor the formation of Labour-Management Production Committees in war industries was unanimously endorsed at a joint conference of the Interdepartmental Committee and the Advisory Committee. A memorandum drawn up for the guidance of employers and workers laid down certain general principles within the framework of which each plant would establish its joint production committees.

Meetings were held of the Interdepartmental Committee and the representatives of the Western Canada Bituminous Coal Operators' Association and of District 18 of the United Mine Workers of America with a view to the establishment of Labour-Management Committees in the coal mines of Western Canada. An officer of the Department of Labour was assigned to work with the operators and the miners in accordance with the decisions of the meeting with the Interdepartmental Committee and as a result a number of Joint Production Committees have been organized.

Justice W. F. Carroll was appointed a special Commissioner by the Minister of Labour to survey the Eastern Canada coal fields and to interest the miners and the Dominion Steel and Coal Company in establishing Joint Production Committees. At its December 1943 Convention, District 26, United Mine-workers of America approved the principle of production committees and a tentative plan of operation was drawn up in conjunction with officials of the Dominion Steel and Coal Company. The work of setting up production committees has been actively pursued in Nova Scotia and Cape Breton coal mining areas and committees have been set up at a number of collieries.

A series of radio broadcasts initiated in November, 1943, assisted in focusing attention on Labour-Management Committees.

On January 18, 1944, Order in Council P.C. 162 established the Industrial Production Co-operation Board which was assigned the duties of the Interdepartmental Committee on Labour-Management Committees. The membership of the newly created Board consisted of the members of the former Committee and Paul Goulet, Associate Director of National Selective Service, Department of Labour. The Board was to be assisted in the performance of its duty by an Advisory Committee, to be composed of the members of the Advisory

Committee which had previously advised the Interdepartmental Committee on Labour-Management Committees and such other members as the Board may designate from time to time, with the concurrence of the Minister of Labour and the Minister of Munitions and Supply. During the year Roma Groulx, of the Canadian and Catholic Confederation of Labour, was replaced on the Advisory Committee by J. A. Parent, general organizer for that group. The Order in Council reaffirmed the Government's expressed policy of encouraging the formation of labour-management production committees in war industries. The purpose of the committees was stated to be "to examine and consider means to improve and increase production". Their establishment was to be promoted in accordance with the following general principles:

1. The purpose of Labour-Management Production Committees should be to examine and consider means to improve and increase production;
2. The Committees should be composed of representatives from labour and management directly engaged in production in the particular units or plants in which each Committee functions. The number of representatives of labour should be at least equal to the number of representatives of management. The representatives of labour should be chosen in a democratic manner, preferably from the various departments or natural divisions of a unit or plant, rather than from the entire working force;
3. The Committees should be advisory and consultative. Management should examine carefully all recommendations of labour representatives and, in cases where recommendations are not acceptable, should provide adequate explanations. Similarly, the representatives of labour should examine carefully all recommendations of management and co-operate in making effective all recommendations endorsed by the Committee and adopted by management;
4. The Committees should concern themselves exclusively with problems of production, and should leave problems relating to wages, working conditions and similar matters, including grievances, to the appropriate collective bargaining procedure.

Field representatives have met with encouraging results in forming committees in war industries, and at the end of the fiscal year the number of committees in operation, of which the Board had a record, was approximately two hundred.

VII. FAIR WAGES POLICY

The Fair Wages Policy of the Dominion Government was originally adopted in 1900 and was expressed in an Order in Council of June 7, 1922, which was subsequently amended by an Order in Council of April 9, 1924. The Fair Wages Order in Council contains certain conditions marked "A" which are applicable to contracts for building and construction work, and certain other conditions marked "B" which apply in the case of contracts for the manufacture of various classes of Government supplies and equipment.

Respecting contracts for building and construction work, the "A" conditions of the 1924 Order in Council were superseded, in so far as wages and hours were concerned, by a Statute entitled the "Fair Wages and Eight Hour Day Act, 1930". This Act was superseded by the "Fair Wages and Hours of Labour Act, 1935" which is still in effect. The clause relating to wages and hours is in the terms following:

All persons in the employ of the contractor, subcontractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages. The working hours of persons while so employed shall not exceed eight hours per day or forty-four hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister.

This Act applies not only to contracts made with the Government of Canada for the construction, remodelling, repair or demolition of any work, but also to workmen employed on works of this nature by the Government direct who are excluded from the provisions of the Civil Service Act. It applies also to such works that are assisted by Government aid in the form of contribution, subsidy, loan advance or guarantee.

On December 31, 1934, an Order in Council was passed rescinding the "B" conditions previously in effect and substituting other conditions therefor. In addition to the original provision requiring the observance of wage rates not less than those generally accepted as current for competent workmen in the district in which the work was to be performed, the 1934 Order in Council stipulated minimum rates of 30 cents per hour for male workers 18 years of age and over and 20 cents per hour for female workers 18 years of age and over. Order in Council P.C. 3884 of May 30, 1941, raised the minimum rates to 35 cents per hour for males and 25 cents per hour for females, 18 years of age and over, and Order in Council P.C. 7679, October 4, 1941, made these conditions applicable to all employees of any contractor engaged in the manufacture of supplies and equipment on Government contract.

By Order in Council P.C. 6801 of November 23, 1940, Regulations were made under the Act and the Deputy Minister of Labour was made responsible for the investigation of claims for the payment of wages specified in fair wages schedules and procedure was established for the settlement of such claims.

With the passing of the first Wage Control Order, P.C. 8253, October 24, 1941, and the establishment of the National War Labour Board, the administration of the Government's Fair Wage Policy was transferred to that Board and remained there until the revised Wage Control Order, 1943, P.C. 9384, re-transferred it to the Department of Labour. The Western Labour Board, established in May, 1943, to deal with wage rates on Western Defence projects, was made responsible for the administration of the Fair Wages and Hours of Labour Act, 1935, in Alberta and British Columbia, in so far as it pertained to Western Defence projects.

The responsibility for the establishment of prevailing rates of pay for prevailing rates employees of the Government was also transferred to the Department of Labour and at the close of the fiscal year, the Department was engaged in a survey of these rates in order to determine the effect of the cost of living bonus provision of Order in Council P.C. 6702 (which provides for a cost of living bonus for Government employees) upon actual prevailing rates employees of the Government.

During the fiscal year ended March 31, 1944, the National War Labour Board and the Department issued 1,019 fair wages schedules, and the Western Labour Board 181, making a grand total of 1,200.

The sum of \$25,517.39 was collected from employers who had failed to pay the wages prescribed in fair wages schedules, or the minimum rates specified in Order in Council P.C. 7679, and adjustments were made in respect of 1,102 workers.

VIII. TRAINING ACTIVITIES

VOCATIONAL TRAINING CO-ORDINATION ACT

TRAINING PROGRAM 1943-44

Briefly, the Training Program has included youth training and assistance to students, training of personnel for the various branches of the Armed Forces, rehabilitation training of discharged service personnel and training of workers for war industries.

The following tables give a summary picture of the program, including the number of persons enrolled in all types of projects, together with the approximate expenditures incurred by the Dominion Government in carrying out this training.

TYPES OF TRAINING PROJECTS AND NUMBER OF PERSONS ENROLLED DURING THE FISCAL YEAR ENDED MARCH 31, 1944.

Youth Training.....	17,356
Student Aid.....	2,467
Training for the Armed Forces—	
R.C.A.F. Classes.....	32,152
Army Classes.....	13,538
Navy Classes.....	3,941
	<hr/>
Rehabilitation of Discharged Personnel.....	49,631
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Industrial Classes—	
Full-time Classes.....	17,523
Part-time Classes.....	14,926
Plant Schools.....	19,893
Foremanship.....	27,391
	<hr/>
Total.....	151,243

APPROXIMATE EXPENDITURES INCURRED BY THE DOMINION GOVERNMENT DURING THE FISCAL YEAR ENDED MARCH 31, 1944

	\$
Youth Training ¹	115,000
Student Aid and Grants to Universities ¹	363,000
R.C.A.F. Classes (Schedule G).....	1,350,000
Industrial, Army, Navy (Schedule K).....	3,380,000
Rehabilitation of Discharged Personnel (Schedule L).....	125,000
Departmental Administration (Including Regional Directors).....	37,000
	<hr/>
Total.....	5,370,000

¹ The cost of these programs is met jointly by the Dominion and the provinces. As later explained in the text these are joint Dominion-Provincial schemes.

This Program was carried out under the Vocational Training Co-ordination Act, 1942. This Act defines vocational training as "any form of instruction, the purpose of which is to fit any person for gainful employment, or to increase his skill or efficiency therein, and... includes instruction to fit any person for employment in agriculture, forestry, mining, fishing, construction, manufacturing, commerce or in any other primary or secondary industry in Canada".

Under the Act the Minister of Labour is authorized to conduct in co-operation with the Provinces any vocational training which is necessary for the war effort, including training workers for war industries, tradesmen for the various branches of the Armed Forces, rehabilitation training for persons discharged from the Armed Forces who have been designated by the Minister of Pensions and National Health for such training, and training for persons whom the Unem-

ployment Insurance Commission has directed under the Unemployment Insurance Act to attend a course of training. The cost of this training is borne by the Dominion Government, except for certain local administration expenditures.

In addition, the Act provides for the continuation of those projects which were formerly carried on under the Youth Training Act, 1939, which itself had incorporated youth training projects initiated in 1937 under relief legislation.

Looking toward the post-war period the Act also provides for training projects connected with the conservation and development of the natural resources of the Crown, in the right of the Dominion and of the Provinces. As another post-war measure the Act provides for Dominion financial assistance to the Provinces after the present war covering vocational training on a level equivalent to secondary school. The Act provides that the cost of such training shall be met under agreements between the Dominion and Provincial Governments, the Dominion being authorized to pay up to a maximum of 50 per cent of the costs.

The Vocational Training Co-ordination Act, 1942, is administered under the Minister of Labour by a Director of Training. The Minister is advised on Vocational Training matters by a Vocational Training Advisory Council consisting of a Chairman and not more than 16 members, including an equal number of representatives of employers and workers, and representatives of other groups and interests.

Two meetings of the Advisory Council were held during the fiscal year, in September and February. At these meetings the whole scope of the Training Program was reviewed and consideration was given to special aspects of it by sub-committees dealing with Rehabilitation Training, Dominion Assistance to Vocational Schools, Agricultural and Rural Training, Apprenticeship and Industrial Training. Recommendations were made to the Minister on a number of topics, including apprenticeship.

The policy of decentralized administration inaugurated at the outset of the Training Program has been continued. The broad policy for all training is determined by the Department of Labour at Ottawa but provision is made for the Regional Directors who act for the Department in the several Provinces, to modify the general policy in its detailed application to suit the varying conditions of the Provinces. These Regional Directors are in some cases Provincial officials whose services have been made available to the Training Program. The Regional Directors attended with other representatives the annual conference of the Training Program held at Ottawa in February, following the meeting of the Vocational Training Advisory Council, when details of present operations, as well as future plans, were thoroughly discussed.

Following the endorsement of its principles by the Advisory Council, Order in Council P.C. 8993 was passed January 31, 1944, providing for Dominion financial assistance to the provinces in respect to apprentice training. This assistance will take the form of contributions on a dollar for dollar basis to the provinces for pre-employment training for apprentices, for full-time or part-time class instruction in both practical work and related technical subjects, and for indentured apprentices who are registered under provincial legislation. The Dominion Government will pay the total costs incurred with its approval for persons discharged from the Armed Forces who are eligible for training under Dominion regulations and who are approved for such training by the Minister of Pensions and National Health. The amount of the Dominion contribution for the fiscal year 1944-45, other than for discharged members of the Forces, was set at \$250,000, which amount, however, may be increased in ensuing years up to a maximum of \$1,000,000 per annum. Authority is given to the Minister of Labour to enter into ten-year agreements with the provincial Governments.

Full details of the Training Program are given in the annual report of the Director of Training which is issued by the Department of Labour. The following summarizes the program under two headings, namely:

DOMINION-PROVINCIAL YOUTH TRAINING PROGRAM, DOMINION-PROVINCIAL WAR EMERGENCY TRAINING PROGRAM

Dominion-Provincial Youth Training Program.—The appropriation for the fiscal year 1943-44 was \$450,000. The agreements signed in the summer of 1941 are still in effect and will remain operative until March 31, 1945. The projects carried on under the various schedules of these Dominion-Provincial Agreements were submitted by the provincial Governments and approved by the Minister of Labour. The costs were shared equally by the provinces and the Dominion Government. Those eligible to attend were young men and young women between the ages of 16 and 35. The content of these training projects varied considerably as between provinces, ranging from physical training and recreation in British Columbia to egg and poultry-grading, blacksmithing and nursing in Prince Edward Island. During the year there was curtailment in the types of training offered. It was found necessary to cancel a number of the courses originally planned in agriculture owing to a shortage of male help on the farm. The length of other courses was also reduced for this reason.

Student Aid.—Co-operative Student Aid Schedules, designed to assist students in the completion of their university studies, were continued under the Youth Training Agreement in all Provinces except Ontario, through equal contributions by the Dominion and the province. Students eligible for assistance had to have good academic standing and be financially unable to carry on their university course without aid. At the discretion of the province, the money was given as a grant or as a loan, or as a combination of both. The average assistance in any one academic year per student could not exceed \$400 in Medicine or Dentistry, \$300 in Engineering or Science, and \$200 under the general section. In some provinces provision was also made to assist nurses in training at hospitals, and for prospective teachers to attend a Normal School or a special Teacher Training Course. Students who received help in Medicine, Dentistry, Engineering, Science and Nursing were required to sign an agreement that they would make their services available to the Government when and where required in the capacity for which they had been trained.

In some provinces assistance was restricted to limited categories of students by provincial authorities and, in the case of the province of Ontario, no assistance was provided by a joint Dominion-Provincial agreement. To take care of the situation arising from the lack of a joint agreement by the Dominion and the province of Ontario, and the restriction of the categories of students eligible for financial assistance under some Dominion-Provincial agreements, a special sum was voted from the war appropriation and separate arrangements were entered into either directly with the universities or with the provincial authorities concerned, by which funds were made available solely by the Dominion Department of Labour for students in Medicine, Dentistry, Engineering and Science. The same conditions were required in regard to academic standing, financial need and agreement of service.

Special grants amounting to \$81,850 were made to universities continuing accelerated courses in Medicine and Dentistry.

Dominion-Provincial War-Emergency Training Program.—Agreements with all provinces, except Prince Edward Island, were continued throughout the year. Each agreement has three separate schedules: Schedule "G" for training tradesmen for the R.C.A.F.; Schedule "K" for training industrial workers and tradesmen for the Army, Navy and Industry; and Schedule "L" for Rehabilitation Training for ex-service personnel.

Apart from Rehabilitation Training for ex-service personnel which is dealt with later and in reference to which special and supplementary plans are made, the practice is for training to be given in technical schools, special training centres and industrial plants. The provinces and municipalities supply the shop facilities of the technical schools free of charge. Provincial Governments also pay certain administrative costs and share with the Dominion in the cost of machinery and equipment purchases. All other costs are paid by the Dominion with funds from the War Appropriation.

The following types of full-time pre-employment training were given during the year: aircraft manufacture, aircraft overhaul, sheet metal work, welding (gas and electric), machine shop, bench fitting and assembly, radio and electricity, instrument makers, industrial chemists, moulders, pattern makers, draughting and mechanical drawing, inspectors, tool-room improvers, time study, laboratory technicians. In addition to the shop work, classroom instruction was given in related subjects where required. Special attention was given to training for the shipyards in the trades of: welders, riveters, burners, heaters, pipe fitters, caulkers, shipwrights, marine electricians.

I.—R.C.A.F. Classes (Schedule "G").—The training for the R.C.A.F. was continued as in the previous year, but with a much wider range in the trades for which training was given and with a much larger enrolment. Thirty-five schools were used for this purpose of which 14 were exclusively for the technical ground trades and 16 exclusively for pre-aircrew training. A number of special schools were opened for pre-aircrew personnel in the summer of 1943 on a temporary basis. During the year the following new trades were added for technical training: electricians, instrument mechanics, carpenters, metal workers.

II. Army Classes (Schedule "K").—During the year forty-three schools were utilized for Army trade training, of which ten have been discontinued, as a result of changes in the Army training program, while the training in other schools was suitably reduced or changed resulting in higher per capita per diem costs.

On the other hand there was a considerable extension in the training given to the young soldiers' classes. These consist of boys about 17 years of age with some high school education whom the Army wish to train as tradesmen before they reach the eligible age for overseas service. The training consists of a preliminary orientation course of a general nature lasting for three months. At the end of this time, according to the preference and the aptitudes of the individual trainees, the boys are assigned to a definite trade, such as, draughtsmen, motor mechanics, instrument mechanics, fitters, electricians, and are given a further course of approximately eight months.

III. Navy Classes (Schedule "K").—Nine schools were utilized throughout the year for the training of naval tradesmen which was of a very thorough nature and mainly in motor fitting and engine-room mechanics.

IV. Industrial Training (Schedule "K").—Full-time pre-employment classes, part-time classes, and plant schools continued, but with a decrease in enrolment in all but plant schools. Pre-employment training tended to become of shorter duration, but to be more specialized in application. As in previous years the Dominion paid all but certain local administration costs which were met by the provinces and the purchase cost of machinery and equipment which was shared equally by the province and the Dominion. Dominion payments also included travelling expenses of trainees to training centres away from home and from training centres to subsequent employment, as well as weekly subsistence allowances, from \$7 for single trainees living at home to \$18 for heads of families taking training away from home.

In the West special courses were given to help to meet the labour shortage on the farms, and in agricultural work. One of the most successful of these was the course to train men in the building of stook and grain sweeps in the province of Alberta, a labour-saving device used in the harvesting of grain crops.

Owing to a shortage of cheese makers and dairymen special three-month courses were organized at Edmonton, Saskatoon, Winnipeg, Guelph, Kemptville, and St. Hyacinthe. Trainees were all sponsored by cheese factories, creameries, or dairies. To meet a similar shortage of labour in egg-grading special classes were held to train egg-graders in the three prairie provinces. This was done in co-operation with the industry and the Provincial and Dominion Departments of Agriculture. These special courses assisted materially in meeting labour shortages in the respective industries.

Part-time classes for employed workers were continued with instruction of both a theoretical and technical nature including such subjects as shop mathematics, theory of electricity, blue-print reading, and technical instruction in subjects relating to specific occupations of the trainees.

The operation of plant schools continued throughout the year with an increase in enrolment of over 90 per cent. The Dominion Government reimbursed the employer for the salaries of full-time instructors up to \$200 per month, and also refunded to the employer the trainee's wages to the extent of \$8 per week for single persons and \$13 per week for heads of families. The actual wage paid the trainee by the employer had to conform to the existing statutory requirements.

Increasing interest was shown in Foremanship and Supervisory Training by all types of industry throughout the country. More than 27,000 persons completed courses in Job Instructor Training, Job Relations Training and Job Methods Training. Reports from employers indicate that as a result of this training a very marked reduction has been made in the time needed to train new workers, and substantial savings have been effected both in time and materials used in production. Of particular significance has been the introduction of these courses to various branches of the Dominion Government Service.

V. Rehabilitation Training (Schedule "L").—In April, 1943, an official arrangement was completed between the Departments of Labour and Pensions and National Health by which the former, through its training program, would provide all the vocational training required by discharged members of the Forces except that for certain categories of severe disabilities; special arrangements have been made by the Department of Pensions and National Health to cover severe disability cases.

The percentage of discharged persons from the armed forces applying for vocational training has so far been very small, the cumulative total of those enrolled as of March 31, 1944, being only 3,059, with 818 under training.

Plans are being made ahead of large scale demobilization to meet the greatly expanded demand for rehabilitation training which is anticipated for that time. It is necessary to ensure that there will be sufficient training centres available, that these will be adequately equipped and staffed with trained instructional personnel. Representations have been made to the three armed services so that buildings released by them might be made available for rehabilitation training purposes. Similar representations have been made to the Crown Assets Allocation Committee with regard to munitions and other plants which were built and are owned by the Dominion Government.

Special classes to train vocational teachers and instructors have been held during the year with the applicants carefully selected from ex-service personnel either of this war or the previous war, who had good trade knowledge but who

lacked teaching and instructional experience. The first course held at Hamilton for Ontario instructors finished about the end of the fiscal year and a second course is planned to follow immediately which will also be attended by instructors from the Maritime Provinces. The four western provinces have united in co-operative courses, the first of which is finishing in Calgary in April, 1944, and will be followed immediately by a second course. The cost of these teacher training courses is being financed by the Dominion Department of Labour.

TECHNICAL EDUCATION ACT

At the beginning of the fiscal year, there was available to the Province of Manitoba the sum of \$166,718.87. During the fiscal year, Manitoba received \$23,497.48 in accordance with the provisions of the Act as extended, leaving a balance of \$143,221.39.

In order to enable the Province of Manitoba to use the balance of its original allotment, the Act was extended on March 31, 1944, to March 31, 1949.

TRAINING IN PERSONNEL ADMINISTRATION

The rapid growth of war production and the consequent need for more workers in face of a constantly shrinking supply of manpower demanded maximum utilization of available persons. This situation created a need for experienced personnel workers which was far beyond the total number engaged in this field prior to the war.

The Department of Labour, in co-operation with seven universities, undertook to assist in the training of additional personnel workers by sponsoring short, practical courses in personnel administration early in 1942.

During that year ten four-week courses were given with a registration of over 500 men and women, practically all of whom were selected from the ranks of their employees by managements of war and essential industries.

Requests for training additional personnel workers continued into 1943, during which nine day or evening courses were conducted by six universities, with a total registration of 487.

The following universities co-operated with the Department of Labour in organizing courses in 1943:

McGill University, Montreal.....	3 Evening Courses
McMaster University, Hamilton.....	1 Evening Course
The University of Toronto, Toronto.....	2 Evening Courses
The University of Manitoba, Winnipeg.....	1 Evening Course
The University of British Columbia, Vancouver.....	1 Day Course
Dalhousie University, Halifax.....	1 Day Course

The training of one thousand personnel managers and assistants in the nineteen courses which have been conducted has apparently met the immediate need in most areas for persons with this specialized training. However, courses will be continued where a demand for trained persons still exists.

Mr. W. H. C. Seeley, Director of Personnel of the Toronto Transportation Commission, is in charge of this program on a part-time basis as Director of Personnel Training.

A special training course for women supervisors in war industries located in the Province of Quebec was held in Montreal, June 7-12, 1943.

IX. THE UNEMPLOYMENT INSURANCE COMMISSION—THE EMPLOYMENT SERVICE AND UNEMPLOYMENT INSURANCE BRANCH

With the introduction of the National Selective Service Civilian Regulations, it became obvious that the Regulations tied in so closely with the work of public employment offices that the Department was faced with the alternatives of duplicating offices inaugurated under the Unemployment Insurance Commission or of utilizing those offices for the administration of National Selective Service Regulations.

Accordingly, "for the efficient administration of the said National Selective Service Regulations, 1942, and more particularly, to avoid duplication of services", by Order in Council P.C. 7994 of September 4, 1942, with the approval of the Unemployment Insurance Commission, control of the officers and other staff of the Unemployment Insurance Commission was placed at the disposal of the Minister of Labour for the duration of the war or until such earlier date as may be fixed by Order in Council, that is to say, the Minister of Labour was empowered to utilize for administrative purposes the field organization of the Unemployment Insurance Commission to carry into effect National Selective Service Civilian Regulations. The regional and local offices of the Unemployment Insurance Commission, thus transferred temporarily to the Department, are known as the Employment Service and Unemployment Insurance Branch.

General supervision of insurance matters, arising under the Unemployment Insurance Act, remains with the Unemployment Insurance Commission.

The duties of the Employment Service and Unemployment Insurance Branch, directed from Head Office at Ottawa, are carried on through Regional Offices located at Moncton, Montreal, Toronto, Winnipeg and Vancouver, District Insurance Offices located at North Bay, London, Saskatoon and Edmonton, and through local offices in about 200 towns and cities.

The Unemployment Insurance Commission has published a report on all activities of the Commission during the fiscal year. This report also serves as the annual report of the Employment Service and Unemployment Insurance Branch of the Department.

X. THE REINSTATEMENT IN CIVIL EMPLOYMENT ACT, 1942

By Order in Council P.C. 9232, dated October 9, 1942, the Minister of Labour was assigned the responsibility for the administration of the Reinstatement in Civil Employment Act, 1942. The actual administration in the field is carried out by the Local and Regional Offices of the Employment Service and Unemployment Insurance Branch of the Department of Labour.

A summary of the purpose of the Act, together with an outline of its more important provisions and a statement showing to whom the Act applied, was given in Chapter X of the Annual Report of the Department for the year ending March 31, 1943.

The total number of cases dealt with so far has not been very great, but the number is steadily increasing. Up to the present time, employers seem anxious and ready to comply with the provisions of the Act. Cases handled to date seem to denote some lack of knowledge of the provisions of the Act but cases of deliberate refusal to comply with its provisions have been very few. To the end of the fiscal year, there were no prosecutions.

XI. RESEARCH AND STATISTICS

The scope of the work of the Research and Statistics Branch continued to expand during the year. Extension of activities occurred in the fields of wage rate statistics, labour market and manpower studies, and occupation analysis. The regular functions of the Branch in collecting statistical and other information on strikes and lockouts, collective agreements, labour organization, unemployment among trade union members, fatal industrial accidents, and placement operations of the local Employment and Selective Service offices were continued.

The collection and analysis of data on wage rates, which was formerly a function of this Branch, was transferred to the National War Labour Board on October 24, 1941. At the end of 1943, the Branch was again charged with the responsibility of collecting, compiling and analysing these statistics. Numerous enquiries are received from governmental officials, employers and employees with respect to wage rates and special compilations are made for the purpose of answering these enquiries.

Reports are received annually from all labour organizations in Canada with respect to their membership, affiliation and other matters and on the basis of these reports the annual report on "Labour Organization in Canada" is compiled. An up-to-date directory of trade union officials is maintained in the Branch.

The Branch continued work on the Occupational History Survey of the Armed Forces in order to obtain information regarding the occupational status, occupational experience and postwar occupational preference, etc., of the members of the Forces. The second survey of employment in all industries except agriculture, regular governmental activities and domestic services was conducted in January, 1944. Employers were requested to make returns showing the number of their employees by sex, age and marital status. Practically one hundred per cent of the employers concerned made returns, giving a very complete picture of Canada's working population. In addition to this comprehensive survey, several other surveys of employment in special fields were conducted during the year, including surveys of employment in construction, of employment in war and civilian industries, and of anticipated employment in logging.

Regular reports on a monthly or weekly basis were made of the operations of the local Employment and Selective Service Offices. These reports, which were prepared for officials responsible for administering National Selective Service regulations, covered the volume of placement work done in each office and analysed the supply of and the demand for labour according to industries and occupations. Special reports were regularly prepared covering the operation of compulsory transfer orders affecting employment, employment in coal mines, temporary employment of farmers in other industries, etc. Employment statistics covering the operations of the local National Selective Service Offices are prepared for the Unemployment Insurance Commission and the statistical tables resulting from this work are published in the Annual Report of the Unemployment Insurance Commission. Apart from confidential reports, the results of the activities of the Research and Statistics Branch are published in the *Labour Gazette*. Estimates of Canada's manpower distribution, covering the proportions of the population in the Armed Forces, gainfully occupied, in agriculture, etc., were prepared and are shown in the accompanying table.

The work of the Occupational Division, which collects and analyses information concerning occupations in Canadian industries, was further developed during the year.

Research and Statistics Branch,
DEPARTMENT OF LABOUR, Ottawa

TABLE I.—CANADA—ESTIMATED MAN-POWER DISTRIBUTION

14 YEARS AND OVER

(In Thousands)

SUBJECT TO REVISION

Population Class	June 1, 1939				June 2, 1941				June 1, 1943				June 1, 1944			
	Males		Females		Total		Total		Total		Total		Total		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
TOTAL POPULATION, 14 YEARS OF AGE AND OVER.....	4,259	100.0	4,000	100.0	8,259	100.0	8,515	100.0	4,503	100.0	4,258	100.0	4,540	100.0	8,865	100.0
I. Total in Armed Forces or Gainfully Occupied.....	3,030	71.1	663	16.6	3,693	44.7	4,316	50.7	3,887	86.3	1,029	24.2	3,930	44.5	5,016	56.5
A. Armed Forces (i).....	10	.1	.....	.....	10	.1	305	3.6	701	15.8	27	.3	748	8.3	36	.4
B. Gainfully Occupied—Total (ii).....	3,020	71.1	663	16.6	3,683	44.6	4,010	47.1	3,186	70.8	1,002	23.5	3,182	35.8	1,050	11.8
I. Non-agricultural industry—Total.....	1,810	42.5	663	16.6	2,473	29.9	2,954	34.7	2,236	50.0	1,002	23.5	2,182	24.5	1,050	11.8
(a) Wage and salary workers in war industry (iii).....	.....	.....	.....	.....	.....	.....	420	5.0	870	19.8	230	5.4	780	8.7	195	2.2
(b) Wage and salary workers in civilian industry.....	1,440	33.8	543	13.5	1,983	23.8	2,018	23.7	1,066	23.7	662	15.5	1,082	12.1	745	8.4
(c) Employers, own accounts and no pays (iv).....	370	8.7	120	2.9	490	5.9	476	5.6	360	8.1	110	2.5	320	3.6	110	1.2
2. Agriculture—males only.....	1,210	28.4	.....	.....	1,210	14.7	1,056	12.4	950	21.4	.....	.....	1,000	11.3	1,000	11.3
III. Farm Women, 14-64 years of age (v).....	.....	.....	800	19.5	800	9.7	788	9.2	760	17.1	760	17.6	775	8.7	775	8.8
IV. Students.....	318	7.5	316	7.9	634	7.7	597	7.0	230	5.2	246	5.8	212	2.4	230	2.6
V. Unemployed (vi).....	.....	.....	169	4.2	169	2.0	280	3.3	46	1.0	29	.7	38	.4	24	.3
V. All Others—includes homemakers not on farms.....	911	21.4	2,221	55.5	3,132	37.9	2,534	29.8	340	7.6	2,194	50.0	360	4.1	2,570	29.0

NOTE.—The above estimates are based on the most recent information obtainable from the Dominion Bureau of Statistics and other official sources. In some cases, (such as domestic servants, agricultural males, farm women, and employers, own accounts and no pays), they are subject to a possibility of considerable error, as little statistical information is available, except at the date of the Decennial Census, June 2, 1941.

- (i) Includes prisoners of war and persons missing but still on strength. Excludes persons enlisted but on leave and engaged in civilian occupations.
- (ii) Does not include women gainfully occupied on farms or in farm homes, who are included in Item II. Does not include wage and salary workers who are temporarily unemployed owing to "No job" or "Lay-off."
- (iii) Includes employment on direct and indirect war production and construction, and the war content of employment in ancillary industries.
- (iv) "Own accounts" are persons who carry on their business without assistance of employees. "No pays" are mainly family workers receiving no fixed money payment.
- (v) Since it is impossible to measure statistically the amount of farm work done by women, all women residing on farms are here included except students, women 65 years of age and over and those gainfully occupied outside the farm.
- (vi) In 1943 and 1944 the number of unemployed was accounted for almost entirely by persons temporarily out of work while moving from one job to another.

Wages and Hours of Labour.—Information concerning wages and hours of labour is obtained annually from employers and from labour organizations, and from time to time in connection with strikes and lockouts, arbitration, conciliation and mediation in industrial disputes, proceedings under the Industrial Disputes Investigation Act, preparation of fair wages schedules, etc. Reports from representative employers are requested showing the rates of wages for the principal classes of labour in their employ, hours of work per day and per week, particulars of any shift operations, rates of pay for overtime work, Sundays and holidays. Information regarding other conditions of employment is also requested, such as production and cost-of-living bonuses, welfare plans, annual vacation and sick leave with pay; as well as copies of any collective agreements in effect. Trade unions are also requested to furnish data as to wages, hours of labour and working conditions, also copies of agreements with employers.

Since its establishment the Department has collected so far as possible, copies of collective agreements between employers and workers' organizations. These are printed in summary form in the *Labour Gazette*. Files of agreements are maintained for reference.

The Department has published a series of annual reports on Wages and Hours of Labour between 1921 and 1942 as supplements to the *Labour Gazette*. These contained a table of index numbers of rates of wages as well as tables of wage rates and hours of labour for the main occupations in most industries. No report in the series was issued applying to 1942, No. 25 applying to 1941 being the last which was published (supplement to the *Labour Gazette*, for October, 1942). A table of index numbers covering the period 1901 to 1942 was published, however, in the *Labour Gazette* for December, 1943.

The accompanying Table of index numbers of rates of wages (Table 2) contains figures showing changes for the main occupational and industrial groups from 1901 to 1943. Certain additional groups were added in 1911, 1913 and 1920. The base period used (wage rates in 1935-39 as 100) is the same as that used for the official cost of living index issued by the Dominion Bureau of Statistics, thus making possible direct comparisons between the series.

This general index number of wage rates in 1943 was 139.5 as compared with 129.6 in 1942, an average increase of 7.6 per cent. This compares with an increase of 7.7 per cent in 1942 over 1941, and 10.0 per cent in 1941 over 1940. The increase from 1939 to 1943 was 32.0 per cent.

By occupational or industrial groups in order of appearance in the Table, the percentage increases in 1943 over 1942 were as follows: Building Trades 8.8, Metal Trades 5.5, Printing Trades 1.9, Electric Railways 8.9, Steam Railways 9.8, Coal Mining 5.3, Common Factory Labour 12.1, Miscellaneous Factory Trades 6.9, Logging and Sawmilling 9.7, Metal Mining 3.6, Steamships 3.1, Laundries 7.9 and Telephones 5.6 per cent. The wage data on which the above calculations are based apply in the main to June, 1943.

Any cost of living bonus paid has been included throughout, including the last bonus ordered by the National War Labour Board which became effective in November, 1943.

TABLE 2.—INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR IN CANADA, 1901-1943

(Rates in 1935-39=100.)

NOTE.—Rates include cost-of-living bonus

Year	Building Trades 5	Metal Trades 6	Printing Trades 7	Electric Railways 8	Steam Railways 9	Coal Mining 10	Common Factory Labour 11	Miscellaneous Trades 11	Logging and Saw-milling	Metal Mining	Steamships	Laundries	Telephones	General Average Weighted 1
1901.....	36.5	37.8	32.0	33.7	35.4	48.8	.....	.....	55.7	62.9	48.3	.....	.....	40.1
1902.....	38.9	38.7	32.8	35.8	37.0	49.4	.....	.....	57.1	63.3	48.5	.....	.....	42.1
1903.....	40.8	40.4	33.3	37.5	38.6	50.3	.....	.....	58.4	61.2	48.3	.....	.....	43.6
1904.....	42.2	41.9	35.2	38.5	39.5	50.2	.....	.....	59.4	59.7	48.9	.....	.....	44.5
1905.....	44.2	43.4	36.5	38.7	38.3	50.9	.....	.....	61.5	60.3	49.2	.....	.....	45.4
1906.....	46.5	44.0	38.4	40.0	40.8	51.6	.....	.....	63.6	64.2	50.0	.....	.....	47.3
1907.....	48.5	45.4	41.7	42.9	41.6	55.2	.....	.....	65.2	63.4	51.1	.....	.....	48.8
1908.....	49.3	46.7	42.8	43.1	44.3	55.9	.....	.....	63.9	64.4	52.4	.....	.....	49.9
1909.....	50.3	47.5	44.4	42.8	44.4	56.1	.....	.....	67.2	65.0	53.1	.....	.....	50.9
1910.....	52.6	49.0	46.7	45.2	46.3	55.6	.....	.....	69.3	64.2	53.2	.....	.....	52.5
1911.....	54.6	50.2	48.8	46.4	49.2	57.5	.....	47.7	70.7	64.9	54.0	.....	.....	51.8
1912.....	58.1	52.6	51.1	48.7	50.3	58.0	.....	48.6	73.0	68.2	55.1	.....	.....	53.5
1913.....	60.5	55.2	53.2	52.7	51.4	59.0	.....	50.0	73.9	67.1	57.2	.....	.....	54.9
1914.....	61.0	55.4	54.5	53.2	52.4	60.1	.....	51.6	70.6	67.2	58.1	.....	.....	55.6
1915.....	61.4	56.0	55.1	51.6	52.3	60.4	.....	53.1	68.0	68.1	59.4	.....	.....	56.0
1916.....	62.0	59.0	56.3	53.9	54.4	65.9	.....	57.6	79.3	75.2	60.4	.....	.....	59.9
1917.....	66.5	70.6	59.2	60.4	64.0 ²	77.2	.....	64.0	100.5	83.4	71.0	.....	.....	68.7
1918.....	76.2	85.6	65.8	75.3	81.2	93.1	.....	73.4	114.6	90.6	86.5	.....	.....	80.7
1919.....	89.7	99.3	77.6	86.1	94.6	100.6	.....	90.1	131.2	90.9	95.4	.....	.....	94.8
1920.....	109.5	115.5	99.9	102.4	113.6	116.6	.....	113.2	148.7	105.8	115.7	.....	95.1	112.7
1921.....	103.2	103.0	102.9	101.3	100.7	122.9	.....	100.2	112.9	97.9	105.6	.....	94.6	102.7
1922.....	98.4	95.8	102.3	97.2	94.8	116.7	.....	96.2	92.6	90.5	95.4	.....	89.9	95.9
1923.....	100.7	96.0	100.5	98.2	95.8	116.7	.....	95.5	107.1	94.5	100.7	.....	91.3	98.6
1924.....	102.7	96.8	102.1	98.3	95.8	113.5	.....	96.3	116.2	94.6	99.2	.....	91.8	99.8
1925.....	103.1	96.7	102.6	99.0	95.8	98.9	.....	97.9	107.8	95.9	99.4	.....	91.9	98.8
1926.....	104.2	97.8	102.9	99.3	95.8	98.8	.....	98.5	108.4	95.8	99.2	.....	92.5	99.4
1927.....	108.5	98.2	103.8	100.1	102.0	99.1	.....	98.7	109.5	95.9	100.4	.....	94.2	101.5
1928.....	112.3	99.3	105.5	102.3	102.0	99.6	.....	98.4	110.9	95.8	101.1	.....	96.0	102.7
1929.....	119.6	101.8	107.7	104.7	105.0	99.6	.....	98.7	110.5	96.4	103.5	.....	97.1	104.5
1930.....	123.0	102.9	108.2	105.1	105.0	99.9	.....	98.9	109.2	96.5	106.9	.....	97.6	105.2

TABLE 2.—INDEX NUMBERS OF RATES OF WAGES FOR VARIOUS CLASSES OF LABOUR IN CANADA, 1901-1943
(Rates in 1935-39=100.)

NOTE.—Rates include cost-of-living bonus

Year	Building Trades	Metal Trades	Printing Trades	Electric Railways	Steam Railways	Coal Mining	Common Factory Labour	Miscellaneous Factory Trades ¹¹	Logging and Saw-milling	Metal Mining	Steamships	Laundries	Telephones	General Average Weighted ¹
1931.....	118.5	100.9	102.2	104.7	102.4 ³	99.9	96.4	98.7	92.6	95.2	102.3	103.2	97.9	101.7
1932.....	107.9	96.4	103.4	100.7	94.6	96.8	91.3	92.2	76.7	92.2	95.1	100.7	91.3	94.5
1933.....	95.6	93.3	98.1	96.3	92.4	95.5	88.4	87.9	66.0	91.1	89.3	98.6	90.6	89.6
1934.....	93.7	92.7	97.7	96.2	89.3	96.1	89.8	90.3	74.9	93.4	88.6	97.7	96.6	90.5
1935.....	96.7	93.6	98.2	96.8	94.6	97.8	92.0	92.2	82.3	95.2	89.2	98.2	95.9	93.1
1936.....	97.3	93.8	98.6	97.8	94.6	97.9	94.5	94.4	90.5	97.6	90.6	98.7	96.7	94.8
1937.....	100.1	103.4	99.9	100.4	100.8	98.4	102.8	101.9	104.6	101.9	101.2	100.0	101.6	101.8
1938.....	102.5	104.4	101.5	102.1	105.0	102.9	105.0	105.2	112.0	102.4	109.0	101.4	102.8	104.9
1939.....	103.3	104.7	101.9	102.7	105.0	102.9	105.9	106.0	110.5	102.8	110.0	101.7	103.1	105.7 ¹
1940.....	105.7	109.3	103.6	105.6	105.0	104.0	109.5	110.6	114.2	103.5	115.5	103.1	104.1	109.4 ¹
1941.....	111.7	119.0	108.6	113.7	117.7	116.6	122.4	122.5	125.6	113.2	126.9	110.2	114.5	120.3 ¹
1942.....	118.4	125.9	113.8	122.6	119.8	122.0	132.9	133.2	139.4	121.0	142.6	121.6	120.5	129.6 ¹
1943.....	128.8	132.8	116.0	133.5	131.5 ⁴	128.5	149.0	142.4	152.9	125.3	147.0	131.2	127.3	139.5 ¹

¹ Prior to 1939 weighted according to average number of workers in each group in 1921 and 1931 except metal mining where years 1921, 1931 and 1938 were used. In years 1939 to 1943 weighted according to 1941 Census figures.

² Including some increases effected near the end of the year.

³ Including a 10 per cent decrease for certain classes toward the end of the year.

⁴ Including a 6 cents per hour increase under N.W.L.B. award in 1944, retroactive to September, 1943.

⁵ Seven trades from 1901 to 1920, eight from 1921 to 1926, nine from 1926 to 1927, 14 cities to 1927, 14 cities to 1930; thereafter 31 to 42 cities.

⁶ Five trades from 1901 to 1926, four from 1927 to 1943.

⁷ Two trades from 1901 to 1920, four for 1921 and 1922, two for 1923 and 1924, six from 1925 to 1943.

⁸ Two trades from 1901 to 1923, five classes 1924 to 1942; from 1901 to 1930, 13 cities; thereafter 35 decreasing to 24.

⁹ Twenty-three classes from 1901 to 1940; sixty classes 1941 to 1943.

¹⁰ Four classes 1901 to 1920, twelve classes 1921 to 1943.

¹¹ The number of samples (and industries) increased from time to time since 1920; machine operators, helpers, etc., also included.

Labour Organization in Canada.—Most of the “local unions” in Canada are branches of trade unions, many of which are organizations having branches both in Canada and in the United States. The Canadian locals of these international unions are, in most cases, affiliated with either of two central Canadian bodies, the Trades and Labour Congress of Canada or the Canadian Congress of Labour. The Canadian locals which are branches of unions affiliated in the United States with the American Federation of Labor are affiliated with the Trades and Labour Congress and those which are branches of international unions affiliated in the United States with the Congress of Industrial Organizations are affiliated with the Canadian Congress of Labour. Each of the Canadian Congresses has affiliated with it also a number of purely Canadian organizations, either trade unions with branches in different places or merely local unions.

Of the international unions not affiliated with either of the Canadian Congresses the most important are the four railroad brotherhoods of engineers, firemen and enginemen, conductors and trainmen. Most of the other railway employees’ unions are affiliated with the American Federation of Labor and the Trades and Labour Congress of Canada, the principal exception being the Canadian Brotherhood of Railway Employees and Other Transport Workers which is the largest of the National unions and which is affiliated with the Canadian Congress of Labour.

Other central labour bodies are the Canadian Federation of Labour and the Canadian and Catholic Confederation of Labour with which the National Catholic “federations” or unions in the Province of Quebec are affiliated.

Table 3 below shows the number of local unions and their membership in Canada classified according to affiliation at the end of 1943.

TABLE 3

Affiliation	No. of Locals	Member- ship
Trades and Labour Congress of Canada.....	2,041	249,450
American Federation of Labor ¹	33	11,459
Canadian Congress of Labour.....	710	245,812
Congress of Industrial Organizations ²	14	3,877
Canadian and Catholic Confederation of Labour.....	268	68,576
International Railway Brotherhoods (independent).....	364	34,590
Canadian Federation of Labour ³.....	.....	3,880
Unaffiliated National and International Unions.....	247	37,603
Unaffiliated Local Unions.....	58	9,286
Total.....	3,735	664,533

¹ These locals are branches of international unions affiliated with the A.F. of L. in the United States, the Canadian branches of which are not affiliated with the Trades and Labour Congress of Canada. The 33 local or federal unions with 3,814 members, that received their charters directly from the A.F. of L. have been included under the Trades and Labour Congress in the Table as they are affiliated with that body.

² These comprise international unions affiliated with the C.I.O. in the United States, the Canadian branches of which are not affiliated with the Canadian Congress of Labour.

³ The membership shown in the Table is for two affiliated regional unions with membership at large.

A new high figure, over the 578,380 for 1942, was recorded for trade union membership in Canada at 664,533 for the end of 1943.

Table 4 below shows the distribution of the membership among the main industrial groups in 1942 and 1943 and also the percentage increase in membership during the year.

TABLE 4

Industry	1942 ¹		1943		Percentage increase 1943 over 1942
	Member-ship	Per cent of total	Member-ship	Per cent of total	
Mining and Quarrying.....	34,915	6.0	36,825	5.5	5.4
Metals.....	161,797	28.0	199,487	30.0	23.2
Construction.....	50,223	8.7	60,084	9.0	19.6
Light, Heat and Power.....	6,545	1.1	7,918	1.2	20.9
Wood and Wood Products.....	33,986	5.9	38,689	5.8	13.8
Printing and Publishing.....	11,738	2.0	10,579	1.6	9.9 ²
Steam Railway Transportation.....	105,377	18.2	108,128	16.4	2.6
Other Transportation.....	40,700	7.1	40,823	6.1	.3
Public and Personal Service, Amusement	46,556	8.1	57,484	8.7	23.4
Clothing, Footwear.....	34,057	5.9	37,563	5.6	10.2
Textiles.....	10,436	1.8	18,084	2.7	73.2
Foods.....	14,512	2.5	19,183	2.9	32.1
All Other Industries.....	27,538	4.7	29,686	4.5	7.8
Totals.....	578,380	100.0	664,533	100.0	14.8

¹ The figures for 1942 in this Table differ somewhat from those in the Thirty-Second Annual Report for 1942 (p. 16), because changes have been made in the classification and several unions which were included under "All Other Industries" have been placed in their appropriate groups.

² Decrease.

According to reports received from branches and local unions, there were 211,970 members in Ontario, 188,714 in Quebec, 87,485 in British Columbia, 41,982 in Nova Scotia, 29,664 in Manitoba, 28,975 in Alberta, 18,232 in New Brunswick, 11,124 in Saskatchewan and 383 in Prince Edward Island.

Montreal headed the list of cities with 114,884 trade union members and Toronto was second with 70,420. Next in order were Vancouver with 56,518, Windsor with 24,933, Winnipeg with 23,244, Halifax with 12,497, Hamilton with 11,848, and Quebec with 11,602. There were no other cities with more than 10,000 members.

Out of 3,735 local unions of all kinds in Canada in 1943, reports on female membership were received from 928 locals which showed a total of 75,814 women members, an increase of 47.5 per cent above the 51,383 reported in 1942.

More complete information is given in the Annual Report on Labour Organization in Canada published by the Department.

Industrial Accidents.—During 1943 the Department continued its record of fatalities from accidents to workers during the course of their employment or arising out of it, or resulting from industrial diseases. Figures as to such fatalities, with information as to causes, were published quarterly in the *Labour Gazette*, and a summary for the calendar year 1943, together with a statistical analysis, appeared in the issue for March, 1944 (pages 421-431). As in previous years, information was obtained from the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., and from *Labour Gazette* correspondents and newspapers. Supplementary lists showing fatalities reported too late for inclusion in previous lists were also given.

Information concerning fatal industrial accidents in Canada during the first quarter of the year 1944 may be found in the May issue, 1944, of the *Labour Gazette* (pages 695-696). In respect to non-fatal accidents, certain statistics covering the calendar year 1943 were published in the March, 1944, issue of the *Labour Gazette* (pages 430-431).

Unemployment in Trade Unions.—The Department of Labour receives reports from trade unions throughout the country, stating their membership and the number of members unemployed. The reports were on a monthly basis until the end of 1943, the figures being as at the end of each month. Since the beginning of 1944, the statistics were obtained only once in each quarter, that is at the end of March, June, etc. From these reports the percentage of the membership covered by the reports which was unemployed is calculated.

Statistics were published monthly during 1943 in the *Labour Gazette*, by provinces and by groups of industries. Statistics for the end of March, 1944, with comparative figures for the previous year and certain earlier dates were printed in the *Labour Gazette*, May issue, (page 670).

XII. SPECIAL SERVICES

The Labour Gazette.—The *Labour Gazette* which is the official monthly publication of the Department of Labour continued during the year its record of labour legislation, employment and unemployment, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, activities of labour organizations, collective agreements, decisions of the National War Labour Board, war emergency training, industrial health and accidents, women in industry and the activities of the Unemployment Insurance Commission.

As in former years, it also published articles on industrial, social and economic conditions in Great Britain, the United States and other countries where these had a bearing on conditions in Canada.

The average monthly distribution of the *Labour Gazette* during the calendar year 1943 was 13,688 (11,030 English and 2,658 French). This figure represents an increase of 755 copies as compared with the average monthly distribution of 1942. The average monthly paid circulation was 7,900 copies (an increase of 688 over 1942) of which 6,192 were of the English and 1,708 of the French edition. A nominal subscription of 20 cents a year is charged, the purpose of the subscription being to keep the distribution within the limits of actual demand, rather than to meet the cost of production. In addition to the paid circulation, the *Labour Gazette* is issued gratuitously to certain public bodies and institutions, as well as to persons who from time to time supply information required by the Department. The average monthly distribution of complimentary copies was 5,788 of which 4,838 were of the English and 950 of the French edition. At the close of each year a limited number of volumes are bound, with a classified index, and sold to subscribers at \$2 a volume.

Information Division.—Since January 1, 1943, when it was established, the work of the Information Division has been to provide a broad publicity service for the several branches of the Department, including National Selective Service and the Employment Service and Unemployment Insurance Branch, as well as the National War Labour Board. It has been the policy of the Department to keep the public fully informed, not only in relation to the peace time and wartime legislation it administers, but also on the operations of the several branches.

The Division is responsible for the preparation and issue of press releases on all policies and activities of the Department. During the fiscal year under review, 343 news releases were issued.

During the year the Department found it necessary to carry out several advertising campaigns to notify the public concerning regulations, labour supply projects, and similar matters. Newspapers and other publications, radio stations, posters and circular letters were all used extensively in the several campaigns carried on through the Information Division.

The Division also prepared several special articles on various departmental activities and operations, which were provided on request to interested publications. A substantial number of general inquiries on labour and industrial relations were also handled by the Division.

Labour Legislation.—A Report on Labour Legislation in Canada has been published by the Department annually since 1915. It contains the text or a summary of the statutes and statutory orders affecting labour. In 1915, 1923 and 1937, the Report took the form of a consolidation of all labour laws on the Dominion and provincial statute-books at the end of those years. Reports for

intervening years covered only legislation enacted during the year except in the case of 1941 and 1942 which are included in one volume. In addition, laws passed by the Dominion Parliament and the Provincial Legislatures are summarized in the *Labour Gazette* at the close of each session. Regulations issued under statutory authority and judgments of the courts in labour cases are also reviewed in the *Labour Gazette*. Data on labour legislation in other countries are kept up-to-date and information concerning some aspects of such legislation is published from time to time. Special attention is given to the principles and standards of labour laws and their administration in Canada and abroad.

Pamphlets dealing with particular classes of labour laws are issued in printed or mimeographed form. Legislation concerning minimum wages and maximum hours of labour has been summarized annually for some years in a Supplement to the *Labour Gazette*. In July of each year a comparative analysis of the workmen's compensation laws of the Canadian provinces is published. In April, 1942, a pamphlet was printed giving the text of Orders in Council affecting labour which had been passed by the Dominion Government to deal with war-time conditions and in June, 1943, a revised edition was issued.

The Department of Labour fostered the establishment of the Canadian Association of Administrators of Labour Legislation which was formed in May, 1938. The objects of the organization, which consists of all Dominion and provincial departments or boards charged with the administration of any labour law, are to serve as a medium for the exchange of information, to promote the highest standards of law administration and enforcement and to bring about uniform standards of provincial legislation. An officer of the Dominion Department of Labour acts as secretary-treasurer of the Association. At its sixth annual meeting in Ottawa on May 3-5, 1943, the topics discussed included factory inspection and accident prevention, legislation concerning collective bargaining, women in industry, minimum wages and hours of labour. Mr. Gerard Reilly, member of the United States National Labour Relations Board, and Mrs. Clara Beyer, Assistant Director of the Division of Labour Standards of the United States Department of Labour, were among the speakers.

XIII. ADMINISTRATION OF JAPANESE AFFAIRS

The Commissioner of Japanese Placement, who took over the administration of Japanese affairs from the British Columbia Security Commission in February, 1943, has carried out the three-fold objective of the Department during the last year—(1) to place all employable Japanese in useful work by relocating them, both singly and in family groups, where essential industries have urgent labour shortages; (2) to provide adequate welfare for the unemployables, aged and infirm; (3) to ensure for the children at least a minimum Canadian education.

Employment.—At the end of March, 1944, two years after evacuation began, one-third of the 23,636 persons of Japanese ancestry in Canada were living east of the Rockies, dispersed from Alberta to the Maritimes, all the employables being in essential work in lumbering, farming, factories, etc. The Placement Staff of the Commissioner of Japanese Placement, in five districts centred at Lethbridge, Winnipeg, Fort William, Toronto and Montreal, have worked closely with Employment and Selective Service Offices in locating job vacancies and placing Japanese in self-sustaining employment.

Of the 16,000 Japanese still in British Columbia outside the protected areas, approximately 5,000 were in employment in various parts of the interior. 11,000 were living in the Interior Housing Centres under control of the Commissioner of Japanese Placement, many of them being dependents of men who were working elsewhere in British Columbia or east of the Rockies. The Commission employed over 1,500 in town administration and various work projects, most important of which was fuel-wood cutting for the neighbouring cities and towns where fuel was scarce last winter.

Altogether, well over half of the Japanese in Canada (and including most of the employable men) were supporting themselves at useful labour by March 1944, working quietly and industriously at prevailing wages in various parts of the Dominion.

Welfare.—The people receiving maintenance in the Interior Housing Centres included unemployables, old people, invalids, dependents of internees, families of men in road camps and other scattered employment, etc. Approximately 20 per cent of the total population in these Centres required full maintenance, and about the same percentage required partial maintenance, in March, 1944. They received free housing, fuel, lighting, education, hospitalization and medical services, and other town facilities.

The Royal Commission of Inquiry on Japanese Welfare reported in January, 1944, to the Minister of Labour and summarized its findings as follows: "Your Commission is of the unanimous opinion that the provisions made by the Government of Canada through the Department of Labour for the welfare of the Japanese in the Interior Settlements in British Columbia are, as a war-time measure, reasonably fair and adequate".

Provision was also made to look after Japanese in other parts of Canada whose earnings were not sufficient to keep them and their families adequately or to meet sudden emergencies, but almost all of these by their industry were able to support themselves fully without assistance.

Education.—The children of Japanese in self-supporting employment have been able, with few exceptions, to attend the regular provincial schools, from British Columbia to Quebec. A few in isolated areas took lessons by correspondence, as would any other children in like circumstances.

In the Interior Housing Centres under the Commissioner of Japanese Placement, 3,000 public school children were taught in English the regular provincial curriculum. The Japanese Canadian teachers were given intensive training in educational methods, and the whole system was supervised by experienced educationalists. Church Mission Schools and local High Schools looked after most of the children of high school age in the Interior Housing Centres while the others took advantage of provincial correspondence courses.

XIV. RELIEF LEGISLATION

Although relief legislation expired March 31, 1941, there were certain expenditures for undischarged commitments under the Appropriation Act 1943-44.

Relief Settlement.—Agreements with the provinces of Quebec, Manitoba and Alberta expired on March 31, 1942; the plan, however, provided for assistance over a four-year period from date of settlement. Table 1 shows disbursements made on claims rendered by the provinces during the fiscal year 1943-44.

The Relief Settlement plan was inaugurated under the provisions of the Relief Act 1932 when agreements were entered into with all the provinces except Prince Edward Island. Agreements were renewed under the Relief Act 1934 and 1935 up to March 31, 1936. Further agreements with the provinces of Quebec, Manitoba and Alberta were entered into under the Unemployment Relief and Assistance Act 1936 and the Unemployment Agricultural Assistance Act, 1940.

Direct Relief.—The amount designated in Table 1 as being for "Direct Relief" in Saskatchewan represents an amount over refunded by the province and brought to adjustment by the Dominion during the current fiscal year. The balance of the disbursements shown for Direct Relief are the result of delayed claims covering relief distributed during prior years.

General.—No expenditures for administration were incurred during the year, the work involved having been carried on by officers of the Department primarily engaged on other duties. Provincial claims paid during the fiscal year 1943-44 have been subject to an audit by a representative of the Comptroller of the Treasury at provincial headquarters.

TABLE 1.—ALLOTMENTS AND DISBURSEMENTS RELATING TO UNEMPLOYMENT RELIEF PROJECTS, FISCAL YEAR 1943-44

Special—Vote 109 (1943-44)	Allotment	Payments to the Provinces				
		Quebec	Manitoba	Saskatchewan	Alberta	Total
Relief Projects	—					
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Relief Settlement.....	187,400 00	68,934 27	1,394 22	.....	256 30	70,584 79
Direct Relief.....	.....	.....	35 17	15,592 08	.....	15,627 25
Totals.....	187,400 00	68,934 27	1,429 39	15,592 08	256 30	86,212 04

XV. GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) authorizes the issue of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age." Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than \$10 and not more than \$1,200, payable in quarterly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period shall be the longer. Annuities may be deferred or immediate. Deferred annuities are for purchase by younger persons desiring to provide for their old age, by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In the latter case the purchase money required may be derived partly from the wages of employees and partly from employers' contributions. Under early pension plan agreements such employees were treated as individual annuitants. Later, group annuity contracts were adopted. Bulk purchase of annuities adapted to employee pension plans have become common. Under such a contract a certificate is issued to each employee participating, to be replaced by an immediate annuity contract when the purchase has been completed and the annuity has become due.

Financial Statement.—From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1944, the total number of individual contracts and certificates issued was 109,704. Table 1 shows the number of individual contracts and certificates issued and net receipts by five-year periods to March 31, 1938, and thereafter by fiscal years, the number for the

TABLE 1.—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES
ISSUED AND NET RECEIPTS THEREUNDER, BY FIVE-YEAR PERIODS
TO MARCH 31, 1938, AND THEREAFTER BY FISCAL YEARS

Five-year Period Ending March 31	Individual Contracts and Certificates Issued	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts
		\$ cts.			\$ cts.
1913.....	3,106	1,737,059 70	1939.....	8,518	18,189,318 98
1918.....	1,379	1,912,412 51	1940.....	9,014	20,001,533 26
1923.....	1,162	3,039,186 26	1941.....	11,994	18,803,645 27
1928.....	3,289	10,742,535 37	1942.....	8,593	19,630,644 58
1933.....	7,458	18,782,856 83	1943.....	9,608	20,415,365 41
1938.....	26,229	78,895,127 50	1944.....	19,354	26,600,097 75
			Totals.....	109,704	238,749,783 42

fiscal year under review being 19,354. Of these, 5,786 were contracts with individual annuitants and 13,568 were certificates issued under all the group contracts—i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year 1943-4 under new group contracts. There was a total of 154 group contracts in effect. Among the contracts issued during the year were 1,371 immediate annuity contracts with an average amount of annuity of \$314.

The total net receipts since September 1, 1908, were \$238,749,783.42, net receipts for the year under review being \$26,600,097.75. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1944, is shown in Table 2 to be \$213,561,537. This includes the sum of \$32,180.49 transferred to maintain the reserve.

TABLE 2.—GOVERNMENT ANNUITIES FUND STATEMENT FOR THE YEAR ENDED MARCH 31, 1944

ASSETS	
Balance at credit of fund, April 1, 1943.....	\$ 190,298,479 00
Receipts 1943-4, less payments.....	23,230,877 51
Amount transferred to maintain reserve.....	32,180 49
Balance at credit of fund, March 31, 1944.....	\$ 213,561,537 00
LIABILITIES	
Value of all outstanding annuities (see Table 3).....	\$ 213,561,537 00
RECEIPTS	
Immediate annuities.....	5,688,944 35
Deferred annuities.....	21,020,193 11
Interest at 4% to March 31, 1944.....	7,802,408 56
Total.....	\$ 34,511,546 02
PAYMENTS	
Vested annuities.....	10,812,872 79
Commuted values.....	36,760 16
Premiums returned with interest.....	321,995 85
Premiums returned without interest.....	109,039 71
Total.....	\$ 11,280,668 51
Receipts less payments 1943-4.....	23,230,877 51
Total.....	\$ 34,511,546 02

Of the 109,704 contracts and certificates issued since the inception of the Act, 10,274 were cancelled, leaving in effect on March 31, 1944, 99,430 (Table 3). Annuity was payable under 28,199 of these and annuity was still deferred under the remaining 71,231. The total amount of annuity payable under vested contracts was \$11,203,827, an average of \$397 per contract. The value of all outstanding annuities was \$213,561,537, of which \$125,580,426 was the value of vested annuities and \$87,981,111 the value of deferred annuities.

Analysis of Vested Annuities.—Tables 4 (a) and 4 (b) given below were compiled from data regarding vested contracts (those under which annuity was being paid) in Table 3, in effect on March 31, 1944, exclusive of last survivor contracts. In Table 4 (a) the number of contracts analysed was 24,662. This number included those under which, the life having failed during the guaranteed period, annuity certain was payable. From this Table, which shows the distribution of contracts by *amount of annuity*, it may be found that 75.1 per cent of the annuities were for amounts under \$600, 15.2 per cent for \$600 but less than \$1,200 and 9.7 per cent for \$1,200 or over (those over \$1,200 having been issued prior to

August, 1931). In Table 4 (b) the number analysed was 23,659 which included all contracts on existing single lives. The classification was by *sex and age of annuitant* and showed the largest age group to be 60-69 for each sex, the arithmetic average of attained ages under all contracts being 66·2 years.

TABLE 3.—VALUATION, MARCH 31, 1944 OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE

Classification	Number of Contracts and Certificates	Amount of Annuity	Present Value of Annuities in Force
		\$	\$
Vested:—			
Males.....	4,072	1,686,896	14,475,099
Females.....	8,253	2,826,053	28,400,764
Males guaranteed.....	4,572	2,197,892	24,117,715
Females guaranteed.....	7,765	2,994,108	38,199,980
Last Survivor.....	2,161	879,778	11,401,888
Last Survivor guaranteed.....	1,376	619,100	8,984,980
Total vested.....	28,199	11,203,827	125,580,426
Deferred contracts and certificates.....	71,231		87,981,111
Totals.....	99,430		213,561,537

TABLE 4.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1944

(a) BY AMOUNT OF ANNUITY

Amount of annuity	Number of Contracts	%	Cumulative %
Less than \$300.....	12,768	51·8	51·8
\$300 and less than \$600.....	5,749	23·3	75·1
\$600 and less than \$900.....	2,891	11·7	86·8
\$900 and less than \$1,200.....	855	3·5	90·3
Exactly \$1,200.....	2,268	9·2	99·5
Over \$1,200.....	131	·5	100·0
Totals.....	24,662	100·0	.....

(b) BY SEX AND AGE OF ANNUITANT

Age attained	Male		Female		Total		
	Number of Contracts	%	Number of Contracts	%	Number of Contracts	%	Cumulative %
Less than 40.....	127	1·6	390	2·5	517	2·2	2·2
40-49.....	312	3·8	806	5·2	1,118	4·7	6·9
50-59.....	1,360	16·7	2,781	17·9	4,141	17·5	24·4
60-69.....	3,274	40·3	5,828	37·5	9,102	38·5	62·9
70-79.....	2,377	29·2	4,432	28·6	6,809	28·8	91·7
80-89.....	637	7·8	1,216	7·8	1,853	7·8	99·5
90 and over.....	49	·6	70	·5	119	·5	100·0
Totals.....	8,136	100·0	15,523	100·0	23,659	100·0	.....

XVI. NATIONAL WAR LABOUR BOARD

At the beginning of the fiscal year 1943-44 regulations covering the wages stabilization policy of the Government were contained in the Wartime Wages Control Order, Order in Council P.C. 5963, of July 10, 1942, as amended.¹ This Order replaced Order in Council P.C. 8253, October 24, 1941, called the "Wartime Wages and Cost of Living Bonus Order," which, as amended, had extended the provisions embodied in Order in Council P.C. 7440, of December 16, 1940, to cover substantially all employers and employees.

Order in Council P.C. 5963 applied, with a few designated exceptions, to all employers in respect to all employees not above the rank of foreman or comparable rank. This Order continued in effect until December 9, 1943, when it was replaced by the Wartime Wages Control Order, 1943, Order in Council P.C. 9384, which was amended by Order in Council P.C. 1727 of March 13, 1944.

The Wartime Wages Control Order is administered by the National War Labour Board and nine Regional (Provinces) War Labour Boards. In May, 1943, the Western Labour Board was established by Order in Council P.C. 3870 to administer the Wartime Wages Control Order on defence projects in Alberta, British Columbia, the Yukon and Northwest Territories, in so far as Canadian employees were concerned.

WARTIME WAGES CONTROL ORDER 1943

Comparison with Previous Order.—Generally speaking, Order in Council P.C. 9384 merely amplified and clarified the provisions of the previous Order. There are, however, three important provisions in the new Order which indicate changes in policy to meet changing conditions.

Cost of Living Bonus Merged with Wages.—The first of these new provisions concerns the cost of living bonus. Prior to the new Order cost of living bonuses were adjustable as the cost of living index rose or fell and were regarded as being distinct from wage rates. The new Order requires employers from and after February 15, 1944, to adjust basic wage rates so that they will include the cost of living bonus lawfully payable at that date. It is no longer lawful to pay cost of living bonuses. This provision came as a result of a declaration of policy by the Government of Canada to take all practicable measures to stabilize living costs at the level existing in December 1943. At the time of publishing this policy the Government took the precaution to announce that such policy would be reviewed if any appreciable change in living costs occurred.

Review of Decisions of Regional Boards.—The second of the new provisions of Order in Council P.C. 9384, to be noted, concerns the review by the National Board of all decisions rendered by each of the nine Regional War Labour Boards. While the administration of the Wartime Wages Control Order is primarily the responsibility of the National Board, that Board, in pursuance of authority conferred by the Order, has assigned certain duties and responsibilities of administration to the Regional Boards. It is understandable that the Regional Boards might vary in their interpretation and administration of the Order. Subsection 1 of Section 10 of Order in Council P.C. 9384, which stated "the National

¹ Control of salaries was not overlooked. The Wartime Salaries Order, Order in Council P.C. 1549, February 27, 1942, as amended, provides rules to govern the amounts of salaries which may be paid to persons who are above the rank of foreman. Cases occasioning doubt as to the application of the Order are decided by the National or appropriate Regional War Labour Board. The Wartime Salaries Order, however, is administered by the Wartime Salaries Controller on behalf of the Minister of National Revenue.

Employees of the Dominion Government are not included under the Wartime Wages Control Order. They are covered by special regulations issued and administered by the Treasury Board.

Board shall arrange for the review of every decision or direction of each Regional Board and may on its own initiative, vary or revoke any such decision or direction" was rescinded by Order in Council P.C. 1727 and the following substituted therefor:

"In order to provide for uniformity in the administration of this Order throughout Canada and to avoid dissatisfaction which would otherwise result from the issue of inconsistent directions by Regional Boards, the National Board shall arrange for the review of every decision or direction of each Regional Board, and if in the opinion of the National Board any such decision or direction is not in accordance with the purposes or provisions of this Order, the National Board may of its own initiative, after giving notice to the parties concerned and giving them an opportunity to submit further representations, vary or revoke any such decision or direction and in doing so shall advise the Regional Board of its reasons therefor."

Gross Injustices and Gross Inequalities in Wage Rates May be Rectified.—Under Order in Council P.C. 5963 the Board was authorized to increase wage rates paid by an employer on November 15, 1941, if the Board found the rates to be low as compared with those "generally prevailing for the same or substantially similar jobs" in the same or a comparable locality. Under the provisions of Order in Council P.C. 9384 as amended increases beyond the established rates or changes in working conditions having the effect of increasing wages directly or indirectly cannot be implemented without first securing the approval of the appropriate War Labour Board. Before wage rates may be increased it must be shown that such an increase is necessary to rectify a gross inequality or a gross injustice, or that the wage rates at present do not exceed the wage rates paid in August, 1939, plus the appropriate maximum cost of living bonus and that increases to such total amounts are reasonable. By reason of this change a greater onus now rests with an applicant for a wage increase, to show cause for such increase.

THE NATIONAL BOARD

At the commencement of the period under review the National War Labour Board comprised the Hon. Mr. Justice C. P. McTague, (Chairman), Senator J. J. Bench, K.C., and Mr. J. L. Cohen, K.C. As the Board is at present constituted, Hon. Mr. Justice M. B. Archibald is the Chairman and Messrs. Leon Lalonde and J. A. Bell are members.

Activities of the Board.—During the fiscal year ending March 31, 1944, the National and Regional War Labour Boards dealt with 29,071 applications affecting 2,299,476 employees. Of these applications 23,933 were submitted by employers, 1,393 by employees and 3,745 jointly by employers and employees. Applications granted in full totalled 24,777; applications granted in part 2,292 and applications denied 2,002. Applications in regard to wage increases numbered 18,803, involving 576,956 employees, and resulted in the granting of wage increases amounting in the aggregate to \$5,770,674 per month. Increases in cost of living bonuses approved represent \$1,250,796 per month and covered 1,274 applications affecting 174,176 employees. Other applications dealt with comprised: establishment of new occupational classifications and wage rates therefor, 3572 (74,575 employees); establishment of wage incentive plans, 257 (22,092); establishment of group insurance plans 1,370 (398,921); vacation with pay plans, 971 (521,863); decreased wage rates and deferment of cost of living bonus 39 (2,090); war risk bonuses 12 (1,064); miscellaneous, 2,773 (527,739).

Assistance from Unemployment Insurance Commission.—Early in 1943, a plan was arranged between the National War Labour Board and the Unemployment Insurance Commission under which in all provinces, other than Quebec, Unemployment Insurance Commission Inspectors check on employers in regard to compliance with the Wartime Wages Control Order. In the province of Quebec Inspectors attached to the Provincial Minimum Wage Commission and Parity Committees carry out inspections on behalf of the National War Labour Board. In the majority of provinces there are also attached to Regional War Labour Boards one or more inspectors who investigate specific complaints having reference to infringements of the Wartime Wages Control Order and conduct spot examinations.

XVII. INTERNATIONAL LABOUR ORGANIZATION

Canada has been a member of the International Labour Organization since it was established by the Treaties of Peace in 1919 as a branch of the League of Nations to promote international peace and social justice through the improvement of labour conditions. The Organization consists of (1) the International Labour Conference; (2) the Governing Body, which exercises general supervision over the International Labour Office and prepares the agenda for the Conference; and (3) the International Labour Office.

The Conference, which under normal conditions meets at least once a year, is composed of four delegates from each Member State: two Government delegates, and two representing respectively employers and workers and appointed by the Government in agreement with the most representative employers' and workers' organizations.

The Conference met annually before the war. Its decisions concerning minimum labour standards take the form of draft Conventions, to be given legislative effect and ratified by Member States, or of Recommendations to guide their legislative action. A total of 67 Conventions and 66 Recommendations have been adopted and there were 887 ratifications by more than 50 countries up to March 31, 1944.

The Governing Body of the International Labour Office is also tripartite, having 16 Government, eight employers' and eight workers' representatives. At least six of the Governments represented must be of non-European States, also two employers' and two workers' representatives. Eight of the 16 Government representatives must be appointed by the Member States of chief industrial importance and eight by the Members selected for that purpose by the Government delegates to the Conference, excluding of course the delegates of the chief industrial States.

In normal times the Governing Body is elected every three years by the three groups of which the Conference is composed. The last election was in 1937. At March 31, 1944, the States of "chief industrial importance" having seats on the Governing Body were Great Britain, United States, Canada, Belgium, the Netherlands, India and France. The eighth seat was held by Japan until she withdrew from the International Labour Office in 1940. Other Governments represented are China, Brazil, Chile, Mexico, Norway, Poland and Yugoslavia. Thus, there were two vacant seats for Government members. Dr. V. C. MacDonald, K.C., Assistant Deputy Minister of Labour, represents the Canadian Government on the Governing Body; Mr. H. W. Macdonnell, Secretary of the Industrial Relations Committee of the Canadian Manufacturers' Association, is an employers' representative and Mr. Tom Moore, former President of the Trades and Labour Congress, a workers' representative. Before the war the Governing Body met quarterly but it has held only three meetings since 1939. In the intervals its work has been carried on by an Emergency Committee established in 1939 and re-constituted in 1941.

During the fiscal year 1943-44, Canada was represented at the ninety-first Session of the Governing Body and participated in a conference on social security which was called by the Governing Body. The first steps were taken towards ratification of two Conventions.

Governing Body Ninety-first Session.—The Governing Body held its ninety-first session in London, December 16-20, 1943. This was the first session since the autumn of 1941. The Honourable Vincent Massey, High Commissioner for

Canada to the United Kingdom, represented Canada at the earlier meetings but for the latter part of the session Mr. G. S. A. Ritchie, First Secretary at Canada House, took his place. The Chairman, Mr. Carter Goodrich (U.S.A.), in opening the session, stated that their task was "to determine the action necessary to enable the Organization to play its proper part in the planning of the peace settlement by working out the economic and social measures to be applied after the victory of the United Nations."

The Governing Body decided to accept the invitation of the United States Government to hold the Twenty-sixth Session of the Conference in April 1944 in the United States. The following items were placed on the Conference agenda:

1. Future policy, program and status of the International Labour Organization;
2. Recommendations to the United Nations for present and post-war social policy;
3. The organization of employment in the transition from war to peace;
4. Social security; principles and problems arising out of the war;
5. Minimum standards of social policy in dependent territories;
6. Reports on the application of the Conventions (Art. 22 of the Constitution);
7. Director's Report.

The Governing Body approved the steps taken by the Office to carry out the decisions of the special conference at New York (1941) concerning co-operation between the International Labour Office and other bodies whose social and economic activities affect postwar plans. The Office was authorized to continue its studies of seamen's conditions and to convene a further meeting of the Joint Maritime Commission for a preliminary discussion of the questions to be laid later before the International Labour Conference. The British Government representative's proposal for the establishment of joint industrial committees for various industries was discussed and it was agreed that it should be considered more fully on a later occasion. Formal approval was given to the budget of the International Labour Organization for 1944, amounting to 5,479,000 Swiss francs, which in July, 1943, had been adopted on consultation by telegraph of the Governing Body members. A supplementary credit of 970,000 francs was also approved, chiefly to cover the expenses of the coming International Labour Conference. It was decided to hold the ninety-second Session of the Governing Body immediately before the Session of the International Labour Conference.

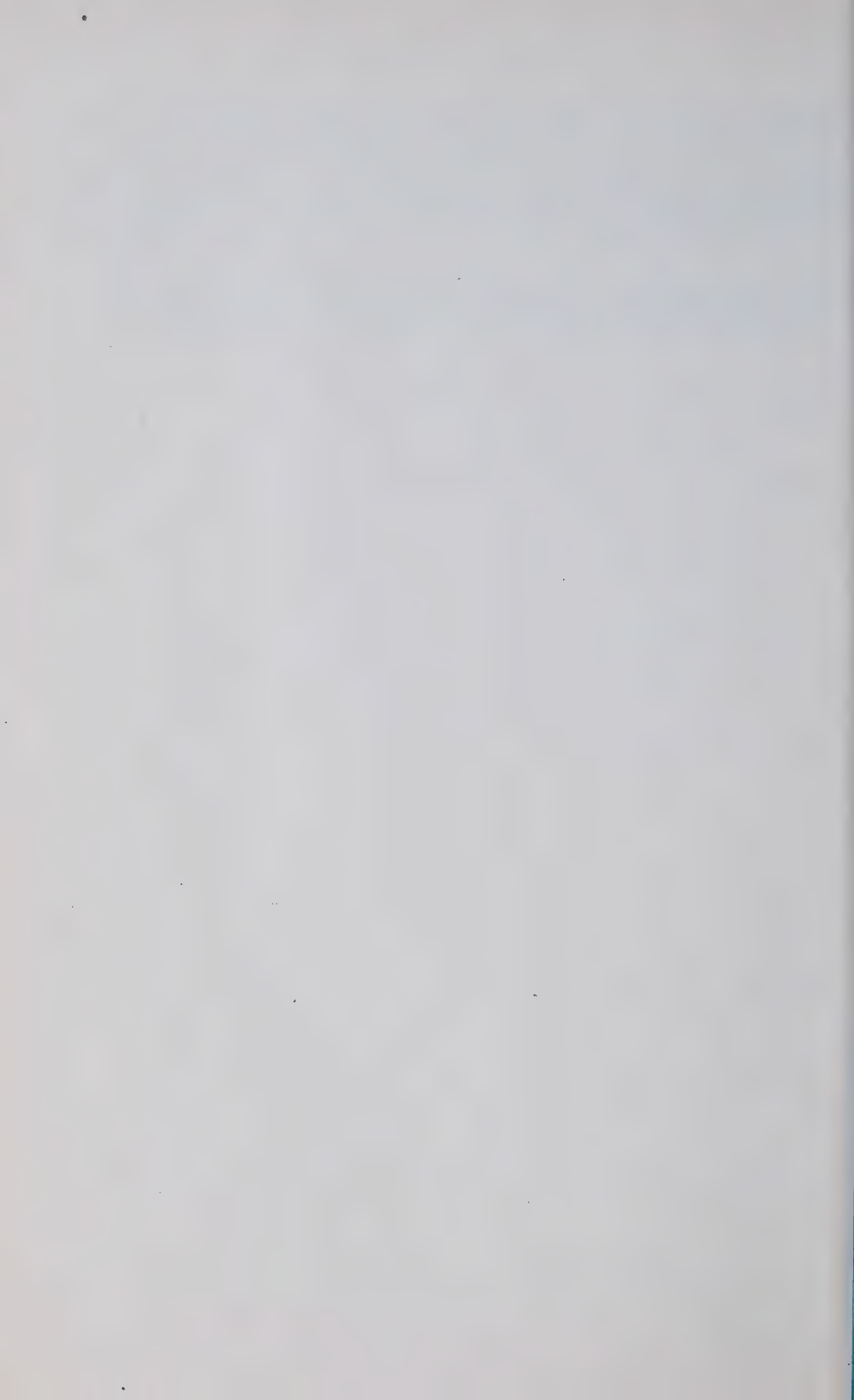
Social Security.—An informal meeting to discuss social security schemes was held at the International Labour Office on July 9-12, 1943. Consideration was given to the relation of social security to reconstruction, its international significance and the respective roles of insurance and assistance in any scheme.

In addition to those attending from Canada, there were representatives from Great Britain, the United States, Brazil, Chile, Mexico, Peru, Cuba and Ecuador. The Canadians were Honourable Ian Mackenzie, Minister of Pensions and National Health; Dr. J. J. Heagerty, Director of Public Health Services, Department of Pensions and National Health, Mr. A. D. Watson, Chief Actuary, Department of Insurance, Dr. L. C. Marsh, Research Adviser of the Advisory Committee of Reconstruction, Dr. Allon Peebles, Director of Research and Statistics, Department of Labour; and Louis P. Pigeon, Clerk of the Legislature of Quebec.

Canadian Action Concerning International Labour Conventions.—Six Conventions of the International Labour Conference have been given legislative effect and were ratified by Canada in earlier years. They all relate to seamen and are in force through enactment in the Canada Shipping Act, 1934.

With respect to two other Conventions existing legislation and practice conform to the standards laid down. On March 20, 1944, Order in Council P.C. 1550 authorized the Minister of Labour to give notice in the House of Commons of a resolution approving the 1932 Convention for the protection against accidents of workers employed in loading or unloading ships and also the 1938 Convention concerning statistics of wages and hours in the principal mining and manufacturing industries, including building and construction, and in agriculture.

Most of the Conventions of the Conference have to do with subjects which are within the legislative jurisdiction of the provinces. Copies of such Conventions are transmitted to the Provincial Governments for their consideration.



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REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1945

1944-45



OTTAWA
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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1945



OTTAWA
EDMOND CLOUTIER
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1945

*To His Excellency Major-General the Right Honourable the Earl of Athlone, K.G.,
P.C., G.C.B., G.M.M.G., G.C.V.O., D.S.O., A.D.C., Governor General and
Commander-in-Chief of the Dominion of Canada.*

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1945, all of which is respectfully submitted.

HUMPHREY MITCHELL,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1945

TO THE HONOURABLE HUMPHREY MITCHELL,
MINISTER OF LABOUR.

SIR,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ending March 31, 1945.

I have the honour to be, Sir,
Your obedient servant,

ARTHUR MACNAMARA,
Deputy Minister of Labour.

August 1, 1945.

I.—HISTORY OF THE DEPARTMENT IN WARTIME

The history of the regular peacetime functions of the Department, which was given in the Annual Report of the Department for the fiscal year ending March 31, 1944, is not being repeated in this report. These peacetime functions include activities under the Conciliation and Labour Act, the Industrial Disputes Investigation Act, the Fair Wages and Hours of Labour Act, the Combines Investigation Act, the Government Annuities Act, together with activities connected with the Employment Service, Research and Statistics, the *Labour Gazette*, Labour Legislation and Youth Training. These regular functions of the Department have, of course, been continued during the war, modified and expanded where necessary. For the fiscal year under review they are described in subsequent chapters.

GENERAL EXPANSION

As might be expected, great changes have taken place in the work of the Department of Labour since the outbreak of war in September 1939. Generally speaking, there has been a considerable expansion in the activities of the established branches of the Department. In addition, the Department has undertaken many new functions and responsibilities necessitating the setting up of several new branches and of administrative and advisory boards acting under authority of the Minister of Labour. This expansion is reflected in the marked increase in the staff employed by the Department. At the outbreak of war there were some 210 persons on the staff, whereas on March 31, 1945, there were 2,745¹.

The pressure of wartime activities has naturally given a changing emphasis to the work of the Department. Broadly speaking, its principal functions at the present time are related to labour supply and placement, special features of reinstatement and re-establishment, vocational training, wage control, industrial relations, and the administration of National Selective Service Civilian and Mobilization Regulations.

¹ This figure does not include staff of the Employment Service and Unemployment Insurance Branch, Unemployment Insurance Commission, in which at March 31, 1945, there were 6,459 employees.

WAR EMERGENCY TRAINING

One of the first wartime demands made upon the Department was in the field of vocational training, and the Youth Training Act, 1939, was expanded to meet the shortage of skilled and semiskilled workers arising out of the flow of men into the Armed Forces and the development of war industries. This work was carried on in co-operation with the provinces. On the expiry of this Act in 1942, the Vocational Training Co-ordination Act was passed providing for a more extensive program of training, which at the present time includes provision for rehabilitation training of ex-service personnel. Under this Act, the Minister of Labour is authorized, subject to the approval of the Governor General in Council, to enter into an agreement with any province to provide any form of vocational training specified in the Act. In January 1944, by Order in Council P.C. 8993, the Minister of Labour was authorized under the authority of the Act to enter into agreements with the provinces for a term not in excess of ten years to assist the provinces in the extension and operation of apprentice training. To implement the terms of this Order, apprentice agreements were signed during the fiscal year ending March 31, 1945, with all provinces except Prince Edward Island and Quebec. By Order in Council P.C. 1976, March 21, 1944, the name of the training program was altered to "Canadian Vocational Training"—a title more in keeping with the co-operative and national features of the program and emphasizing long-range post-war aspects rather than war emergency activities. By Order in Council P.C. 1648, March 8, 1945, provision was made for Dominion financial assistance to the provinces, under Dominion-provincial agreements, for vocational training on the secondary school level. Order in Council P.C. 1388, March 8, 1945, provided for Dominion financial assistance to the provinces, under Dominion-provincial agreements, in the training of industrial workers released from gainful employment and referred for such training by the Unemployment Insurance Commission. In the administration of this Act the Minister of Labour is assisted by a Vocational Training Advisory Council on which the Trade Unions and employers are equally represented.

PERSONNEL MANAGEMENT

To meet the growing need in industry, an Order in Council was passed in March 1942, providing for the establishment of practical courses on personnel management. Such courses were instituted in a number of Canadian universities under the general supervision of a Director of Personnel Training responsible to the Minister of Labour. Towards the close of 1944, it was decided that no further courses would be sponsored under this program after January 1, 1945, as the requirements of most war and essential industries had been met.

NATIONAL LABOUR SUPPLY COUNCIL

In 1940, in response to the general labour shortage which was making its appearance, a National Labour Supply Council was appointed to advise the Minister of Labour and the War Manpower Committee of the Cabinet, of which the Minister of Labour was Chairman, on matters relating to labour supply. This Council was discontinued after the appointment of the National War Labour Board in October 1941.

COMMITTEE ON LABOUR CO-ORDINATION

Concurrently with the National Labour Supply Council, an Inter-departmental Committee on Labour Co-ordination was appointed to correlate the manpower requirements of the several Government Departments concerned.

NATIONAL SELECTIVE SERVICE CIVILIAN REGULATIONS

In March 1942, National Selective Service Regulations were introduced to enable the Minister of Labour, through the Director of National Selective Service, to direct civilian labour supply in order to meet the requirements of war and essential civilian industries. The Interdepartmental Committee on Labour Co-ordination formed the nucleus of the present National Selective Service Advisory Board then appointed to advise the Director of National Selective Service and, as the functions of this Committee were thus absorbed, the Committee, as such, was discontinued.

TRANSFER OF NATIONAL REGISTRATION AND MOBILIZATION MACHINERY

In March 1942, National Registration, which since its introduction in 1940 under the Department of National War Services had laid the foundation for National Selective Service, was transferred to the Department of Labour. In December 1942, the Mobilization machinery set up under the National Resources Mobilization Act of 1940 was also transferred to the Department of Labour.

NATIONAL SELECTIVE SERVICE OPERATIONS

Manpower controls were thus centralized in a single government department, the Minister of Labour becoming responsible for the administration of National Selective Service Civilian and Mobilization Regulations. Mr. A. MacNamara has held the position of Director of National Selective Service since November 1942; at the time of his appointment to this position, Mr. MacNamara was Associate Deputy Minister of Labour, and in January 1943, he was appointed Deputy Minister of Labour, retaining the position of Director of National Selective Service. For administration purposes, various directorates have been created and include the following: mobilization; labour priorities; agriculture, forestry and fisheries; war and heavy industries including mining; coal mining and transportation; essential civilian services; employment of women; employment service; alternative service (employment of conscientious objectors).

The use of prisoners of war in essential employment outside internment camps was authorized by Order in Council in May 1943. Under this Order, the Minister of National Defence makes prisoners of war available to the Minister of Labour, who assumes responsibility for their employment, security and welfare. The Minister of Labour enters into contracts with employers for the employment of prisoners of war under approved conditions.

National Selective Service is administered by the Director of National Selective Service with the assistance of an Administration Board, composed of the Associate Directors of National Selective Service in charge of the various functions of National Selective Service as enumerated above.

In matters of policy the Director of National Selective Service is advised by a National Selective Service Advisory Board, which includes representatives of all Government Departments concerned with manpower questions, and on which management and labour are equally represented. Members of the Administration Board are also members of the Advisory Board, while the Associate Director of Planning acts as secretary to both Boards. In order to provide for flexibility in National Selective Service administration, five regional directorates have been established, covering the following areas: the Maritimes, Quebec, Ontario, Prairies and Pacific. In each region National Selective Service Advisory Boards advise the Regional Director on matters of policy. Labour and management are again equally represented on these Boards, in addition to the Departments of Government concerned with manpower.

For the administration of National Selective Service Civilian Regulations provision was made by Order in Council P.C. 7994, September 4, 1942, whereby the Minister of Labour was enabled to utilize for the duration of the war the regional and local offices of the Unemployment Insurance Commission, known as the Employment Service and Unemployment Insurance Branch. By Order in Council P.C. 8999, November 29, 1944, which amended Order in Council P.C. 7994, the Minister of Labour was authorized to utilize the personnel and premises of the Unemployment Insurance Commission for the administration of "necessary measures undertaken by the Department of Labour for re-establishment in employment of war veterans and civilian war workers". The Employment Service had been set up under the Unemployment Insurance Act of 1940, which provided for the creation of a Dominion employment service with regional and local offices, thereby superseding the Employment Offices Co-ordination Act of 1918.

The Commission's Courts of Referees, on which labour and management have equal representation, set up to deal with unemployment insurance benefit claims, function as courts of appeal from directions issued by National Selective Service officers. In addition, under this arrangement the Minister of Labour has the benefit of the advice of the National Employment Committee and its regional and local counterparts which the Commission has set up to give advice on employment matters.

Rapid changes in the development of the war during the fiscal year necessitated constant review and adjustment of labour priority schedules in order to meet both emergency and constant demands, and to ensure complete utilization and equitable distribution of all manpower available in keeping with the production requirements for war purposes and civilian needs. As will be noted in the Chapter on National Selective Service Operations, there were, during the fiscal year, some changes in the Regulations but, in the main, these changes were adjustments designed to tighten or to ease controls already in effect. Adjustments were made in provisions for supplementary allowances and transportation expenses of certain workers transferred to designated employment. Lay-off procedure and "freezing" regulations were adjusted in keeping with the changing situation.

TECHNICAL PERSONNEL

In February 1941, the Wartime Bureau of Technical Personnel was established in co-operation with the Engineering Institute of Canada, the Canadian Institute of Mining and Metallurgy, and the Canadian Institute of Chemistry, to organize the effective placement of technical personnel in war industries and to co-operate with the Civil Service Commission in arranging for their placement in Government service. One of the chief functions of the Bureau has been co-operation with the technical branches of the Armed Forces and the universities in meeting the priority requirements of the Armed Forces for technical officers. The Bureau is guided by an Advisory Board consisting of representatives of the Institutes named above, the Canadian Manufacturers' Association, Canadian universities and provincial professional associations. The Bureau is intimately associated with the training of university students and confers with the University Advisory Board appointed by the Minister of Labour to advise him on university matters during wartime.

SHIPLOADING OPERATIONS AT EASTERN PORTS

Owing to heavy increase in shiploading operations at the port of Halifax, the Government, early in 1942, through the Department of Labour, launched a plan under which the activities of all companies concerned with shiploading operations were co-ordinated by a Controller of Loading Operations. A Central

Dispatching Agency (Hiring Hall) was created through which the regular longshore working forces are hired. Later, a Reserve Labour Pool of longshoremen was created at Halifax and arrangements completed for the use of military Port Companies when operations exhaust available civilian labour supply. Longshoremen registered at the Dispatching Agencies and in the Reserve Pool receive a guaranteed minimum weekly wage.

SPECIAL REGULATIONS

In addition to administration of Selective Service Regulations, the Department is responsible for the administration of a number of other Orders in Council dealing with special aspects and problems in the field of labour supply.

MOBILIZATION

The National War Services Regulations, 1940, (Recruits) were originally administered by the Department of National War Services, with 13 Mobilization Divisions and a Mobilization Board and a divisional registrar for each area. An Order in Council was passed in September 1942, (effective December 1, 1942), which provided for the transfer of the administration of the National War Services Regulations, 1940 (Recruits) to the Minister of Labour. On the date when the transfer became effective the regulations were re-issued under the title of National Selective Service Mobilization Regulations. In this way the former regulations were adapted to conform to the change in administration. All mobilization machinery was also transferred to the Department of Labour on December 1, 1942.

WARTIME CONTROL OF JAPANESE POPULATION

In March 1942, the British Columbia Security Commission was appointed. Acting under the direction of the Minister of Labour, the Commission was charged with the task of evacuating all persons of the Japanese race from certain strategic areas of British Columbia and of arranging for their settlement elsewhere. The evacuation was concluded early in 1943, and the Commission, having made its report, was dissolved. The powers of the Commission reverted to the Minister of Labour, and for administrative purposes were vested in a Commissioner of Japanese Placement, with head office at Vancouver. During the fiscal year preliminary steps were taken to repatriate Japanese disloyal to Canada and to resettle across Canada loyal Japanese Canadians.

WAGE CONTROL

At the outbreak of war the Government took initial steps to combat the inflationary forces which experience had shown to be a natural corollary of uncontrolled economies in wartime.

Among other steps taken, a series of Orders in Council have been issued to provide for a system of wage and salary control covering substantially all gainfully employed persons in Canadian industry. Order in Council P.C. 7440 of December 16, 1940, was the first of this series, and the latest the Wartime Wages Control Order of December, 1943, P.C. 9384, as amended by Order in Council P.C. 1727, March 13, 1944, Order in Council P.C. 3277 of May 4, 1944, and Order in Council P.C. 655 of January 30, 1945. Order in Council P.C. 9384 applied, with a few designated exceptions, to all employers in respect to all employees not above the rank of foreman or comparable rank and in respect to all employees irrespective of rank whose rate of remuneration was less than \$195 per month. The effect of Order in Council P.C. 655 was to bring all employees who on the basis of duties or function might be above the rank

of foreman or comparable rank under Order in Council P.C. 9384, if their salary rate was less than \$250 per month. Order in Council P.C. 1549, February 27, 1942, as amended, applies to managerial and executive salaries. The Wartime Wages Control Order is administered by the National War Labour Board and nine Regional (Provinces) War Labour Boards. The Wartime Salaries Order is administered by the Minister of National Revenue.

While not a part of the administration of the Department of Labour, the work of the National and Regional War Labour Boards in its nature is not unrelated to the administration of the Department. The Wages Control Order embraces the overwhelming majority of those covered by the two Orders. Under its provisions, wage increases beyond the established rates, or changes in working conditions having the effect of increasing wages directly or indirectly, such as vacation with pay, group insurance, wage incentive plans, etc., cannot be implemented without first securing the approval of the appropriate War Labour Board. Before wage rates may be increased it must be shown that such an increase is necessary to rectify a gross inequality or a gross injustice, or that the wage rates at present do not exceed the wage rates paid in August 1939, plus the appropriate maximum cost of living bonus, and that increases to such total amounts are reasonable. Provision is also made that an employer cannot decrease wage rates without the authority of the appropriate Board.

The National Board is charged with the general responsibility of the administration of the Wages Order, including the supervision, direction and control of the work of the Regional Boards. Accordingly, the Board also acts as a Court of Appeal from decisions of the Regional Boards. In addition, the Board arranges for an examination of the decisions of Regional Boards in order to provide for uniformity in the administration of the Wages Order throughout Canada. Such duties are in addition to the Board's function as the body to which applications are made, involving employment with employers or industries which are interprovincial or international in character or are regarded as "national employers" for this purpose.

The National Board may, on its own initiative or on the direction of the Minister of Labour, investigate wage conditions and labour relations in Canada and report thereon to the Minister. During the summer of 1943 the Board undertook such a review.

The National Board is constituted as a three-man Board with a committee, the National War Labour Committee, on which are employer and employee representatives, serving in an advisory capacity.

In May 1943, the Western Labour Board was established by Order in Council P.C. 3870 to administer the Wartime Wages Control Order on defence projects in Alberta, British Columbia, the Yukon and the Northwest Territories, in so far as Canadian employees on such projects were concerned. The Board is composed of one representative each of employers and employees for each of the Provinces of Alberta and British Columbia, a representative of National Selective Service, and an impartial chairman.

FAIR WAGES POLICY

Under Order in Council P.C. 6801, November 23, 1940, Regulations were made under the Fair Wages and Hours of Labour Act, 1935, and the Deputy Minister of Labour was made responsible for the enforcement of wage rates specified in fair wages schedules. Order in Council P.C. 3884, May 1941, raised the minimum rates to be paid in the case of contracts for manufacture of Government supplies and equipment to 35 cents per hour for males and 25 cents per hour for females, 18 years and over, and Order in Council P.C. 7679, October 1941, made these conditions applicable to all employees of any contractor engaged in the manufacture of supplies and equipment on Government contract.

With the passing of the first Wage Control Order, P.C. 8253, October 24, 1941, and the establishment of the National War Labour Board, the administration of the Government's Fair Wages Policy was transferred to that Board and remained there until the revised Wage Control Order of December 1943, P.C. 9384, when it was transferred to the Industrial Relations Division of the Department of Labour.

The Western Labour Board is made responsible for the administration of the Fair Wages and Hours of Labour Act, 1935, in Alberta, British Columbia, the Yukon and the Northwest Territories, in so far as the Act relates to projects otherwise within its jurisdiction for wage purposes.

The responsibility for concurrence in the recommendations for the establishment of prevailing rates of pay for prevailing rates employees of the Government was also transferred to the Department of Labour.

INDUSTRIAL RELATIONS

In the early weeks of the war the field of the Industrial Relations Branch was greatly enlarged by the extension of the Industrial Disputes Investigation Act to all industries producing supplies and rendering services in connection with the war.

This extension of the Act resulted in a marked increase in the number of applications for Boards of Conciliation. In many instances the disputes leading to these applications were not of a nature to justify the appointment of Boards. Therefore, provision was made for the appointment of Industrial Disputes Inquiry Commissions, consisting of one or more members, to inquire into the circumstances surrounding such disputes and either to effect a settlement or advise the Minister whether the establishment of a Board of Conciliation and Investigation is warranted.

On January 19, 1943, Order in Council P.C. 496 was passed authorizing the Minister of Labour to appoint a Commission to investigate any situation which, while not likely to lead to a strike or lockout, nevertheless tended to interfere with production. Such a Commission was to report its findings to the Minister, who would then take any steps he deemed necessary to remedy the situation.

In February 1944, the Wartime Labour Relations Regulations, Order in Council P.C. 1003, were passed largely suspending the Industrial Disputes Investigation Act and all Orders in Council relating thereto, while the new Order is in force, and substituting for the Act specific regulations governing labour relations in war industries. These Regulations do not cover disputes having to do with wage questions.

The Regulations are administered, at the national level, by a Wartime Labour Relations Board (National) and, in the case of seven provinces, under Dominion-provincial agreements by Provincial Boards or administrative agencies agreed upon by the Dominion and the provincial authorities. The National Board is composed of an equal number of employer and employee representatives with impartial chairman and vice-chairman. The Director of Industrial Relations, Department of Labour, acts as chief executive officer.

Chapter V of this Report includes a summary of the amendments to the Regulations during the fiscal year under review, and of the Dominion-provincial agreements relating to Order in Council P.C. 1003.

LABOUR-MANAGEMENT PRODUCTION COMMITTEES

The Department has endeavoured to encourage the growth of labour-management production committees in war industries in order to facilitate production by improving industrial relations. In January 1944, an Order in Council, sponsored jointly by the Department of Munitions and Supply and the

Department of Labour, created the Industrial Production Co-operation Board, which replaced the former Interdepartmental Committee on Labour-Management Committees. To assist this Board an Advisory Committee has been set up, on which employers and employees are equally represented.

RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

Provision for the reinstatement in civilian employment of persons discharged from the Armed Forces was made under the War Measures (Civil Employment Reinstatement) Regulations, passed in June 1941. In 1942, the Reinstatement in Civil Employment Act was passed, and subsequently the Minister of Labour was made responsible for its administration and enforcement. Personnel provided by the Employment Service and Unemployment Insurance Branch perform the actual details of administration. Reinstatement Regulations under the Act were approved by Order in Council P.C. 77, January 11, 1945. (Since the close of the fiscal year ending March 31, 1945, the provisions were extended to include those on active service in the present war in the naval, military or air forces of any of the United Nations who were employed in Canada prior to September 9, 1939.)

Canadian Vocational Training has been expanded to include rehabilitation vocational training for ex-members of the Armed Services.

The Department has arranged with the Unemployment Insurance Commission to provide through the National Employment Service facilities and staff for the reception, interviewing and placement of ex-service personnel.

In addition to these special functions related to reinstatement, training and placement, the Department is represented on a number of interdepartmental committees which have been established to co-ordinate activities and functions of the different departments most directly concerned with demobilization, re-establishment and post-war reconstruction.

RESEARCH AND STATISTICS

The wartime expansion of the Department of Labour naturally emphasized the need for more extensive statistical and research work. This led to the creation of a reorganized and expanded Research and Statistics Branch. In addition to reporting on subjects previously covered by the Department, this Branch now compiles statistics on manpower distribution and employment, labour supply and demand, and the various operations of the National Employment Service. One of its special activities has been the preparation of data obtained from the occupational history survey of personnel joining the Armed Forces with a view to facilitating demobilization and post-war rehabilitation. The Branch is increasingly concerned with research in the field of post-war employment problems. An occupational division established since the outbreak of the war conducts research, etc., in the field of occupational classification, analysis and related subjects.

INFORMATION AND PUBLICITY

In January 1943, the Department set up an Information Division to prepare and issue press releases on the policies and activities of the Department, to conduct publicity campaigns and to supervise publication of official announcements. This Division serves all branches of the Department, including National Selective Service, the National War Labour Board, the Wartime Labour Relations Board, and the Employment Service and Unemployment Insurance Branch. Officers of the Division co-operate with officers of other Departments, the Wartime Information Board and the National Film Board on interdepartmental information projects.

LIAISON WITH OTHER DEPARTMENTS

The wartime activities of the Department inevitably require close liaison with other Departments of the Government. Various interdepartmental committees operating under the chairmanship of the Department of Labour have already been noted. In addition, the Department of Labour is represented on the following interdepartmental committees and boards:

- Advisory Committee on Economic Policy
- Awards Co-ordination Committee
- Committee on Restriction and Detention
- Cost of Living Index Technical Committee
- Housing Co-ordination Committee
- Interdepartmental Committee on Demobilization and Rehabilitation Information
- The National Joint Conference Board of the Construction Industry²
- Publicity Co-ordination Committee
- Unemployment Insurance Investment Committee
- Wartime Information Board
- Wartime Prices and Trade Board
- Advisory Committee on Demobilization and Rehabilitation and Sub-committees thereof
- Interdepartmental Co-ordinating Committee on Rehabilitation²
- Committee on Economic Stabilization Information
- External Trade Advisory Committee.

The Department is also represented on the Governing Body of the International Labour Office.

UNION AND EMPLOYER REPRESENTATIVES

One essential feature of the wartime functions of the Department of Labour has been the degree to which union and employers' representatives have participated in its activities. These representatives have served in both an administrative and advisory capacity. Including the Unemployment Insurance Commission, some 400 union representatives serve with an equal number of employers' representatives on 150 Boards and Committees. These include the following:

- National Selective Service Advisory Board (National and Regional Boards)
- National War Labour Board (National and Regional Boards)
- National War Labour Board Advisory Committee
- Western Labour Board
- Industrial Production Co-operation Board Advisory Committee
- Vocational Training Advisory Council
- National Joint Conference Board of the Construction Industry
- Wartime Labour Relations Board (National and Regional)
- Unemployment Insurance Commission
- Unemployment Insurance Commission Advisory Committee
- Employment Committees (National, Regional and Local)
- Courts of Referees.

² Under the chairmanship of the Department of Labour.

II.—NATIONAL REGISTRATION

It is the responsibility of the National Registration Branch to keep up to date the records of National Registration, 1940, and from the records to supply information required by Departments, Branches and officers of the Dominion Government, by certain departments of Provincial Governments and by other competent authorities when deemed expedient for the wartime purposes of the Government. These functions are carried on under the National Registration Regulations, 1940, as authorized by Order in Council P.C. 3156 of July 12, 1940, and subsequent amendments.

A Central Registry, established pursuant to the Regulations, is maintained at Ottawa under the direction of the Chief Registrar for Canada. Master registration cards (questionnaires signed by the registrants) and all other original records, files and correspondence of the Branch are kept in this Central Registry and are there sub-divided, indexed, coded and abstracted. The keeping of the Registration records up to date involves:

1. the registration of persons when they become sixteen years of age, and of persons over sixteen arriving in Canada who were not in Canada at the time of general registration in 1940; and the registration when discharged of members of the Armed Services who were in those Services at the time of general registration;

2. the recording of reported changes of address, names and conjugal condition of registrants and of enlistments in and discharges from the Armed Services, and casualties reported by those Services. Departures from Canada and deaths of registrants are also recorded;

3. the issuing of duplicate registration certificates to registrants whose certificates have been lost, destroyed, mutilated or legally surrendered;

4. the conducting of all necessary correspondence in connection with registrations and changes;

5. the making of arrangements for the special registration of merchant seamen and the exempting from registration of foreign diplomats and other persons entitled to exemption.

Many of the preliminary activities in connection with registrations and changes are carried on by Postmasters, acting as agents of the Branch, with the approval of the Postmaster-General, and the collection of certificates from departing registrants is done by Customs Officers or R.C.M.P. Security Officers at ports of exit.

With the object of facilitating the registration of men discharged from the Armed Services, who were not registered prior to enlistment, and the issuance of new registration certificates to those who had registered before enlisting and who had surrendered their certificates, arrangements were made in April, 1944, whereby Selective Service Officers in Military District Discharge Depots, and R.C.A.F. Command Discharge Centres, etc., were authorized to act as Deputy Registrars under the National Registration Regulations.

In the fiscal year 1944-45 there were 227,287 new registrations. The number of changes of address reported by registrants in that period was 554,259. Of these 148,578 were for men of military age, and the changes of address reported by these men were forwarded to the appropriate Divisional Mobilization Registrars. Marriages reported within the year numbered 78,205 and the number of duplicate certificates issued, during the same period, to replace original certificates which registrants stated had been lost, destroyed, mutilated or legally surrendered was 369,904. Within the fiscal year, Mobilization Registrars were supplied with copies of the master registration cards of 158,068 registrants of military age.

The principal recipients of records and information from the Central Registry are:

1. the Divisional Mobilization Registrars and the Mobilization Boards who receive:
 - (a) copies of the master registration cards of all male registrants in age groups designated as callable for Military Service;
 - (b) copies of the cards of other groups of male registrants, as requested;
 - (c) notices of changes of names, addresses or conjugal condition of all male registrants in callable age groups;
 - (d) notices of enlistments and discharges from the Armed Services and reports of casualties received from the Armed Services;
2. the R.C.M.P. and other law officers who conduct investigations and prosecutions in connection with Registration and Mobilization matters;
3. Departments of the Dominion Government, including the Departments of National Defence, National Revenue, External Affairs, Secretary of State, Mines and Resources (Immigration Branch), Trade and Commerce (Dominion Bureau of Statistics), in addition to the National Selective Service Division, the Annuities Branch and the Research and Statistics Branch of the Department of Labour, and the Dependents' Allowance Board;
4. certain Departments of Provincial Governments;
5. the War Savings Division of the Bank of Canada;
6. the Canadian Legation in Washington—Military and Naval Attaches;
7. the United States Selective Service (Headquarters and local offices);
8. the International Red Cross and the Canadian Red Cross Society.

During the fiscal year 1944-45 the National Registration Branch continued to supply information to the Divisional Registrars concerning the location and enlistment status of male registrants of military age. To facilitate the checking of names with the records of the Armed Services, clerks from the National Registration Branch were installed in the Records Offices of the Army, the Navy and the Air Force. During the year the names of 91,731 men were checked with the National Registration records and with those of the Armed Services. This checking was necessary on account of the fact that many men enlisted in a province or a district other than the province or district in which they had registered. The National Registration Branch was also advised of casualties in and discharges from the Armed Services and this information was transmitted to the appropriate Divisional Registrar.

In order to facilitate the work of the Branches of the Armed Services charged with the duty of apprehending deserters and absentees, the National Registration Regulations were amended by Order in Council P.C. 3205 of June 9, 1944. The amendments provided that, in addition to peace officers, police officers and constables, uniformed members of designated corps of the Armed Forces of Canada might require any person at any reasonable time and reasonable place to produce his registration certificate, and also provided that any person might be questioned by members of such corps as to whether or not he belongs to or has belonged to the Armed Forces. Members of designated corps were authorized by the amendment to apprehend and bring before a justice of the peace, to be dealt with according to law, persons suspected to be deserters from or to be absent without leave from the Armed Forces.

In April 1944, the New Brunswick Liquor Control Board applied for and was granted the privilege of demanding the production of national registration certificates by persons applying for liquor permits or for the purchase of spirituous liquors. This privilege and the further one of making upon the reverse side of national registration certificates an endorsement indicating the issuance of permits had been previously granted to all other Liquor Control Boards and Commissions in Canada.

III.—NATIONAL SELECTIVE SERVICE OPERATIONS

(1) CIVILIAN

The responsibility for carrying out the policies of the Government in respect to the utilization of manpower "for the security, defence, peace, order and welfare of Canada and for the efficient prosecution of the war" is vested in the Minister of Labour as authorized by Order in Council, P.C. 246, January 19, 1943, and amendments thereto, known as the National Selective Service Civilian Regulations.

The authority provides that the Minister shall carry out the policies of the Government of Canada with reference to the utilization of manpower in the prosecution of the war by the voluntary placement of labour, if that is practical, and shall exercise the powers of compulsion vested in him by the regulations only when, in his opinion, such action is necessary.

Organization.—The Deputy Minister of Labour was appointed Director of National Selective Service, and Associate Directors were appointed in charge of the separate divisions as set forth in the last Annual Report. The Associate Directors, with the Unemployment Insurance Commissioners, make up the membership of the Administration Board, which formulates plans and programs to meet the problems of mobilization, stabilization and utilization of labour.

The National Selective Service Advisory Board, representing employers, labour, agriculture, veterans and government departments, advises the Director of National Selective Service who is Chairman of the Board. The members of the Administration Board also function as members of the Advisory Board. The Secretary of the National Selective Service Administration Board acts in the same capacity to the Advisory Board. The close relationship between the two Boards makes collaboration of advisory and administrative functions as complete as possible. No significant regulations concerning manpower are issued without approval of the Advisory Board, which is, in fact, one of the major instruments for consultation and collaboration between the Government and employers, workers and farmers.

Regional Selective Service Advisory Boards operate in the Maritime, Quebec, Ontario, Prairie and Pacific areas. These regional Advisory Boards consist of representatives of Mobilization Boards, the Employment Service, the Department of Munitions and Supply, Wartime Prices and Trade Board, organized labour, agriculture, the Department of Veterans Affairs, and the Regional Employment Committee, and are under the chairmanship of the Regional Director of National Selective Service for the area.

The National Selective Service program could not be carried out without the use of Employment Offices and to avoid unnecessary duplication the Employment Offices and staffs of the Unemployment Insurance Commission have, by Order in Council, been made available to National Selective Service for the duration of the war.

Priorities.—The National Selective Service Regulations, 1942 (Order in Council P.C. 7595, August 26, 1942) authorized the Director of National Selective Service, in consultation with the Department of Munitions and Supply and the Wartime Prices and Trade Board and subject to the approval of the Minister, to classify occupations, industries, firms or establishments, either nationally or in any community, according to the degree of their essentiality, for the defence of Canada, for the efficient prosecution of the war and for civilian needs. This classification was to constitute a labour priority schedule indicating the priorities according to which, so far as feasible, the demand for labour by industries, firms or establishments should be filled or be permitted to be filled.

The foregoing provision was in substance incorporated into Order in Council P.C. 246 of January 19, 1943. A labour priority schedule was a prerequisite to the allocation of manpower in keeping with the relative essentiality of industries and the changing production requirements. Accordingly, a report on industrial activity was secured from each employer as a basis for determining the classification of each individual establishment in relation to essentiality.

The classification of industries according to labour priority is the responsibility of the Labour Priorities Division of National Selective Service. An Interdepartmental Labour Priorities Committee holds weekly meetings, under the chairmanship of the Labour Priorities Division, to consider and review labour priorities in the light of changing demands of the war economy. Represented on the Committee are the Department of Munitions and Supply, the Wartime Prices and Trade Board, the Department of Trade and Commerce, the Department of Reconstruction, the Employment Service and National Selective Service. In addition, various officials and experts attend meetings of the Committee when items of particular interest to them are being considered. Each representative obtains data from many sources and presents recommendations to the Committee. A certain degree of decentralization is achieved by consultation with National Selective Service Regional Directors and Advisory Boards.

The Priorities Committee assigns a labour priority rating to each industrial classification: "A" very high; "B" high; "C" low; and "D" no labour priority. A special rating "A-E", adopted to take care of most urgent demands in war production, is conserved for real emergency conditions.

Local and regional offices of National Selective Service are kept fully informed with respect to priority ratings and the records in their offices are revised weekly. While referrals by Employment and Selective Service Offices to vacancies are influenced largely by the applicant's physical condition, training, experience, prior earnings, responsibilities and location, the dominant factor in the placement is the essentiality of the industry as shown by the labour priority assigned to each order for workers.

The Priority Schedule is under constant examination and revision is made as required by the war production program. The depletion of many civilian commodities has made it necessary to assign temporary priorities to avoid the need of rationing certain commodities and to prevent an acute shortage of less essential items.

In addition to the primary function for which they were established, labour priorities are also of importance in administering Compulsory Transfer Orders; they are the determining factor in 'designating' establishments to retain men in essential employment; they serve to indicate the relative essentiality of employment to Mobilization Boards in the consideration of applications for postponement of military training; they serve as a guide to the Wartime Bureau of Technical Personnel in the control of technical persons; they also have a direct relation to rehabilitation, reconstruction projects and post-war employment, labour exit permits, etc. (Labour priorities have been instrumental in encouraging industries to undertake war production contracts as they furnished some assurance that the necessary labour supply would be made available. Priorities have also been used to protect less essential establishments whose actual existence has been threatened by a shortage of manpower.)

Compulsory Employment Transfer Orders.—There were no unusual developments, during the fiscal year, in the administration of the seven Compulsory Employment Transfer Orders which were introduced in 1943. These Orders, designed for the purpose of directing, under compulsion if necessary, male workers of designated age groups from less essential to more essential employment, continued to be enforced with due consideration of the many factors involved.

In evaluating the results of these Orders, the following factors should be taken into consideration: (1) reduction of the number of those physically fit, owing to military call up; (2) exemption of ex-servicemen; (3) domestic and financial responsibilities; (4) curtailment, prior to these Orders, of permits to engage in low priority employment; (5) need of maintaining certain skills even in low priority activities; (6) difficulty in matching available workers with existing vacancies; (7) voluntary transfers resulting from appeal and persuasion. Probably the greatest benefit resulting from these Orders was the increased voluntary movement from low to higher priority industry.

However, an appreciable number of satisfactory transfers were arranged and these, together with the voluntary movement to higher priority activities induced by the Orders, assisted in meeting the demands of the war production program. Including those subject to the Compulsory Transfer Orders, and rejects from military training, 278,652 men were registered and interviewed up to March 15, 1945. Of these, compulsory transfers were effected for 18,250 under Compulsory Transfer Orders and 8,706 rejects from military service, resulting in a total of 26,956 men placed in essential employment.

The general policy of avoiding compulsion as far as possible has been followed in the administration of these Orders, compulsion being resorted to only during periods of most acute labour shortages.

Farm Labour.—The labour shortage in agriculture was more serious in 1944 than in any previous war year. Although the farm working force was becoming more stabilized, through restrictions on workers leaving the farms and the granting of postponement of military training to men essential to agriculture, record-breaking crops increased the total labour demand, while many farmers, after five years of strenuous effort, were less able to meet the arduous labour requirements. This necessitated the employment of measures similar to those developed in the preceding year and the introduction of new expedients.

A Dominion-provincial farm labour program was again authorized by Order in Council P.C. 3492 of May 12, 1944. Agreements were reached with all the provinces, providing for the equal sharing of the cost of recruiting, transporting and placing of farm workers. When workers were moved within a province, the Department and the province shared the expense jointly. When interprovincial movements were involved, the Dominion Government paid the costs, both for temporary and regular workers. The Department of Labour undertook to provide the sum of \$660,000 as its share under these agreements and, in addition, set aside amounts totalling \$375,000 for publicity and transportation.

Not only were these commitments greater than in the previous year but the organization was also strengthened. Provincial Departments of Agriculture in many cases increased their field staffs; provision was made for wider representation on Dominion-provincial Farm Labour Committees; and representatives from Agriculture were appointed to Regional Selective Service Advisory Committees.

The organizing of sources of temporary help was the major responsibility of the provinces. Students and townspeople were particularly valuable on fruit and vegetable farms, and in assisting with harvesting, more reliance being placed upon this source each year. Six hundred such workers were obtained in Nova Scotia for apple picking, and several hundred in New Brunswick and Quebec for fruit and vegetable harvesting. In Ontario, 5,000 students were placed in hostels in the Erie-Niagara region for work on farms in surrounding areas, while many thousands more were placed directly with farmers. In the Prairie Provinces, stooking brigades were organized from the towns, and in British Columbia large numbers were recruited to help on fruit and vegetable farms.

In addition to measures undertaken jointly with the provinces, the Department of Labour arranged for the making of a number of short films for showing in schools and theatres, and for extensive appeals through posters and advertisements to workers to help on farms in their spare time. A letter was also sent to industrial associations and employers in urban areas asking them to make employees available to help meet peak requirements for harvesting.

Regional shortages were relieved by planned movements of labour between provinces, made possible by variations in the types of agriculture and the maturing dates of crops. With the co-operation of the railways, in providing reduced rates of transportation, over 7,500 such workers were transferred inter-provincially to meet peak needs in other areas. Some 310 girls were recruited in Saskatchewan and Alberta for employment on fruit and vegetable farms in British Columbia, and 853 experienced farm workers from Alberta, Saskatchewan and Manitoba assisted with haying and early harvesting in Ontario. The largest movement consisted of around 6,500 workers from Quebec and Ontario to the Prairie Provinces for harvesting. These included 5,000 farm workers, 1,000 experienced men from other industries, and 500 women who returned to their home farms for the harvest season.

Transportation was also provided for the movement within the Prairie Provinces of harvesting equipment from areas where work was completed to other areas where needed. In Saskatchewan alone, over 150 combines were so moved.

These special transfers of labour were not limited to provincial or inter-provincial movements. Arrangements were again made with the United States for the exchange of farm help and harvesting equipment. Some fifty combine units and crews moved south from the Prairie Provinces to the mid-western United States, and a somewhat smaller number of units later moved north across the border to help with Canadian harvesting.

Approximately 1,500 potato pickers from Quebec and New Brunswick crossed the border to work in Maine in September, and 200 workers from the Morden area in Manitoba crossed to North Dakota for potato picking. During the summer, 1,512 experienced tobacco workers from southern United States assisted on tobacco farms in southwestern Ontario and 65 in Quebec. Because of special problems arising in the tobacco areas of Ontario, National Selective Service introduced measures to provide an orderly control of the labour required for harvesting the crop. All male tobacco workers, exclusive of operators, were required to have National Selective Service permits, and distribution of the labour was effected through the establishment of eleven temporary offices. The effective use of the farm working force was further facilitated by the action of Mobilization Boards in granting postponements of military training to farm workers not required on their present farms, to work on other farms urgently in need of their services. This action, and the general policy of granting farm postponements on a liberal basis, greatly aided in meeting farm labour needs. In addition, medical examination of farm workers on postponement was cancelled during the summer of 1944. At the end of 1944 there were approximately 160,000 farm workers on postponement.

The farm labour force was further augmented by the employment of Indians, conscientious objectors, Japanese and prisoners of war. As these had been employed to a certain extent in 1943, most of them had some experience in farming. More than 600 Indians from Reserves in northern Manitoba helped with harvesting, and many hundreds more assisted in British Columbia, Alberta and Saskatchewan. Seventy per cent of the 9,300 conscientious objectors on postponement were placed on farms, particularly in Ontario and the western provinces, many of whom were under special contracts with the farmers.

Canadian Japanese, moved from coastal areas in British Columbia, assisted on farms as far east as Ontario. Male adult workers on farms in 1944 numbered about 4,000, the majority of whom were in Alberta and Saskatchewan.

Thirteen hundred prisoners of war stationed at camps and hostels in Ontario, southeastern Saskatchewan and Alberta were employed on farms in nearby areas. An additional 400 were placed on individual farms in Alberta and the Ottawa district.

Members of the Armed Forces contributed, to a very great extent, in meeting farm labour emergencies. During September, more than 20,000 were engaged in harvest operations.

Soldiers granted compassionate leave to work on their home farms supplied substantial year-round help. The number rose from a minimum of 4,000 in the early months of the year to nearly 10,000 at the height of the harvesting season. Similar arrangements to those in effect last year were again made under the Farm Duty Plan, and the services of the 4,060 soldiers detailed for farm work as a part of their military duty were especially valuable in meeting emergency requirements. Spring and harvest leaves were also given to soldiers to work on any farms where needed and about 2,000 men were on harvest leave in September.

Substantial help was also obtained from men in the Air Force in the spring and harvest leave. The harvest leave regulations were amended to make it possible for the men to work for any farmer. In the autumn, there were 3,700 airmen employed on farms. In addition, 275 men in the R.A.F. helped with apple picking in Nova Scotia under an arrangement similar to the Farm Duty Plan.

Through a special arrangement with the Navy, some 500 sailors were made available to help with harvesting on the Prairies, and over 200 for a short period in Ontario.

At a second conference of the Provincial Directors of the Dominion-Provincial Farm Labour Program and the Regional Agricultural Advisers, held in Ottawa at the same time as the Dominion-Provincial Conference on Canada's Agricultural Program for 1945, the year's program was reviewed and general satisfaction was expressed with the results of the joint program. There was unanimous agreement that the Annual Dominion-Provincial Farm Labour Agreements should be renewed for 1945, and that, with some modification, they should be continued into the transition and possibly post-war periods.

Woods Labour.—A woods labour program, closely associated with that of farm labour, was developed to meet urgent labour requirements of forest operators who, like farmers, were urged to increase production wherever possible to meet wartime needs. An extensive campaign was launched as in former years, prior to the completion of harvesting, to recruit workers who could be spared from agriculture for winter employment in the woods. A Woods Labour Committee was appointed in the spring of 1944 to assist in planning the campaign and to act in an advisory capacity to the Department. Representatives of the Department of Munitions and Supply, the Dominion Forestry Service and Forestry Associations were invited to participate in the discussions.

The special steps taken to encourage all available men to accept employment in the woods included: (1) a letter from the Minister and Deputy Minister to all farmers (excepting those in concentrated dairy and livestock farm areas), urging them if they could be spared from their farms to work in the woods or in other essential industries; (2) advertisements and posters issued by the industrial associations, Provincial Departments of Agriculture and the Dominion Department of Labour; (3) radio broadcasts; and (4) films and press releases.

At March 1, 1945, there were in effect 82,351 permits to agricultural workers for off-seasonal employment, and of these, more than one-third were for work in the woods. In all cases, care was exercised to see that men were not taken from farm operations where they were needed. Farm workers on postponement retained their status during off-seasonal employment in woods operations and other essential industries.

The granting of postponements of military training to skilled men was continued, and 4,055 such postponements were in effect at the end of 1944.

A number of men from the Forestry Corps who returned from overseas during 1943 remained on leave to work in the woods. Most of these, as well as men on compassionate army furlough to the lumber industry, were employed in British Columbia. Throughout the year, an average of about 500 men were on Army Industrial Leave for logging. In December, the number began to decline as many of the men were recalled.

Prisoners of war were employed extensively, especially in Ontario. Conscientious objectors were employed to a lesser extent and approximately 2,000 Canadian Japanese were also engaged on woods operations.

Manpower in the Fishing Industry.—The labour supply for fishing operations was generally satisfactory throughout the year. Many were attracted to the industry by the relatively high return. Mobilization Boards also assisted in retaining skilled men in the industry through the granting of postponements.

In the autumn, a letter was sent to 12,000 fishermen in the Maritimes, in co-operation with the Dominion Department of Fisheries, urging them to accept employment in fish-processing plants and other essential industries during the winter months. Appeals were also made through the use of posters in co-operation with the Dominion Department of Fisheries for the Dominion and the Provinces of Quebec, Ontario, Manitoba and British Columbia.

Manpower in the Coal Industry.—Following the proclamation in May, 1943, of a state of national emergency in respect to coal production in Canada, the manpower policy for the coal mining industry was revised and enlarged.

This policy, as set forth in Order in Council P.C. 4092, May 17, 1943, had the effect of stabilizing coal miners in their jobs, even to the extent of prohibiting voluntary enlistment for military services, in certain cases. This Order also authorized the compulsory transfer to coal mines of ex-coal miners and men liable to the mobilization regulations but unfit for military service. Men subjected to transferral under the Order were protected as to hours of work and rates of pay, and provision was made for the payment of a living allowance to coal miners required to live away from home.

Order in Council P.C. 6077, July 29, 1943, supplemented Order in Council P.C. 4092 by empowering National Selective Service officers to direct any male person over 16 and under 65 years of age to accept employment in coal mining.

The period during which coal miners should not be accepted for enlistment in the Armed Forces was extended from February 1, 1944, to August 1, 1944, by Order in Council P.C. 121, January 10, 1944, and the time limit for postponements was again extended to August 1, 1945, by Order in Council P.C. 5419, July 14, 1944.

In order to facilitate the securing of the services of ex-coal miners, Order in Council P.C. 2454, May 26, 1944, authorized and defined the scale of payments for travelling expenses and supplementary allowances to persons directed to coal mines by National Selective Service officers.

The arrangements which were made in 1943 with the Department of National Defence for the return of soldiers to the coal mines were continued during 1944, and under these arrangements 1,900 soldiers were, at the end of the fiscal year, on leave and working in the coal mines.

Labour for Base Metal Mines.—Heavy demands for production of nickel, copper, lead and zinc continued during 1944. Underground workers in the larger base metal mines were rated "A-E" Labour Priority (special emergency conditions) on May 4, 1944.

A number of agricultural workers were released, during the winter months, to the base metal mines. The military postponements which had been accorded to these agricultural workers continued with their transfer to employment in base metal mines, and travelling and separation allowances, in line with the arrangements made on behalf of the coal mining industry, were provided for workers transferred to certain specified base metal mines.

Labour Supply for Eastern Canadian Ports.—Order in Council P.C. 3511, April 30, 1942, provided for the appointment of a Controller of Loading Operations and created a Central Dispatching Agency for the port of Halifax. Order in Council P.C. 5160 and Order in Council P.C. 5161 were passed in June 1943, to deal with an emergency situation in the loading and unloading of ships at Eastern Canadian ports, particularly the port of Halifax. Order in Council P.C. 5160 provided for the stabilization of longshoremen in their present jobs, for the return to the docks of men with previous experience in this occupation and for the direction by National Selective Service officers of men subject to Mobilization Regulations to work as longshoremen. Under Order in Council P.C. 5161, special arrangements were made in respect to shipping at Halifax. The Order provided for the creation and maintenance of a Reserve Pool of longshoremen of sufficient number to supplement the regular longshore force when this was inadequate. During March 1944, arrangements were made for the establishment in Halifax of a Port Company of approximately 336 soldiers provided by the Department of National Defence, to be called on only when the civilian supply of longshoremen from the Central Dispatching Agency and the Reserve Pool proved insufficient to handle the volume of work.

The above arrangements were in operation under the Controller of Loading Operations at the port of Halifax during the fiscal year. The men in the Reserve Pool, freight handlers and Port Companies of soldiers are accommodated in a Government barracks. The services of men in the Reserve Pool and those of the Port Company may be utilized not only for longshore work in Halifax, or in any other port in Nova Scotia or New Brunswick, but also for any other type of work in Halifax to which they may be directed.

Longshoremen registered at the Dispatching Agency and in the Reserve Pool receive a guaranteed minimum weekly wage. During the summer season, the disbursements by the Government for this purpose are higher than during the autumn and winter months, owing to the seasonal variation in shipping. An even flow of employment is impossible to maintain and, in addition, weather conditions interrupt work at certain times.

In January 1945, the average number of man-days used in operations was almost 50 per cent greater than in January 1944. The number of ship-days at dock also materially increased, as well as the tonnage handled. The net cost to the Government incurred by the guaranteed wage to longshoremen was \$6,300 in January 1945, as compared with \$75,000 in January 1944.

At the end of March 1945, there were 65 longshore gangs available for day work and 33 gangs for night work, which was considered reasonable provision to meet commitments at that time.

The average daily volume of cargo handled over the wharves, exclusive of work in the Bedford Basin, for the first quarter of 1945 was 6,500 tons as compared with an average daily volume of 4,200 tons for the year 1944.

Labour for Essential Civilian Industries.—At times, during the fiscal year, some difficulty was experienced in providing the necessary labour for such essential civilian industries as meat packing, coal delivery, ice harvesting, flour milling, and construction, all of which require strong, rugged workers. During the winter months, the utilization of the services of farm workers who were not at that time required for farm employment assisted materially in meeting the requirements.

In meat packing establishments producing for export there were 15,852 workers employed at the commencement of the heavy seasonal demand in 1944. By mid-December 1944, their peak of activity, Selective Service had provided these plants with an additional 3,000 workers. Owing to a marked decrease in the flow of hogs to packing houses about December 15, 1944, some firms, chiefly in Western Canada, found it necessary to lay off workers, and at the end of March 1945, there were 14,190 persons employed in meat packing plants producing for export.

As in the preceding year, action was taken in 1944 by Order in Council to prevent the further depletion of staff of coal merchants in larger centres, by halting temporarily the call-up of coal delivery men for military service. By this means, supplemented by the special efforts of local Employment and Selective Service Offices, the workers required were provided.

Provision of workers for the extensive program of construction of Veterans Hospitals was given top labour priority, and special efforts were made to provide an adequate labour supply for these construction projects. The Government provided transportation, where necessary, for the transfer of workers possessing special skill for employment on these undertakings. In order to ensure the early completion of Veterans Hospitals, additional workers were required in certain industries producing construction materials, such as the brick and tile industry. Prisoners of war were employed in brickyards where feasible, and some of the larger brick producers employed a limited number of soldiers who were made available by the Department of National Defence under the Industrial Duty Plan.

The shortage of ice experienced at several points across Canada late in the summer of 1944 seriously affected the movement of perishable foodstuffs. A survey undertaken by the Wartime Prices and Trade Board in the autumn of 1944 indicated that the requirements of ice during the summer of 1945 would be 50 per cent greater than the supply in the previous year. Consequently, early in the winter, plans were made to provide the workers necessary for a maximum harvest of natural ice. Farmers were used to the fullest extent possible in the 1945 ice harvest.

Employment of Women.—It is estimated that 1,046,000 women were gainfully employed in Canada as at April 1, 1945. This figure does not include women in the Armed Forces or on farms. There was no large-scale withdrawal of women from war industries during the critical period in the summer of 1944, and it was therefore possible to meet the extraordinary demands of a heavy ammunition program, which was allotted the highest labour priority in June 1944.

Part-time employment of housewives, many of whom had had previous experience in industry, was encouraged and, through their ready response, a fairly satisfactory number of applicants was maintained to meet the requirements in hospitals, textile mills, garment factories, laundries, etc.

In industrialized areas, notably Toronto, Hamilton and Montreal, there was a continuous demand for women workers and applicants were referred as far as possible to high priority undertakings. In some localities, owing to seasonal slowdown and cutbacks in some types of production, there was a small surplus of women workers. These, for the most part, were seeking clerical work or employment in retail trade.

Maintenance of hospital staffs continued to be a major labour supply problem. Hospitals were granted the privilege of advertising, interviewing and employing staff direct, which resulted in improving the situation.

There was an acute shortage of nurses for employment in civilian hospitals. There was, however, no difficulty in meeting the requirements of the Armed Forces. The Canadian Nurses' Association appointed a liaison committee to

co-operate with National Selective Service in the recruiting and distribution of nurses to meet the increasing needs of civilian hospitals, both general and special, and tuberculosis sanatoria. An Interdepartmental Committee, representing the Armed Forces, the Department of Veterans Affairs and National Selective Service, was formed to exchange information on present and future nursing requirements. Labour exit permits were not issued to nurses seeking employment or for the purpose of training outside of Canada, except in rare instances, chiefly on compassionate grounds. Full-capacity enrolment in Canadian schools of nursing was encouraged and it is anticipated that more than 3,000 nurses will graduate in 1945. Co-operative arrangements were made with the Canadian Red Cross Society and the St. John Ambulance Association for the supplying of trained nursing aides when requested by hospitals.

The Women's Section of the Employment Service assisted in an analysis of pre-employment training, adjusted to local conditions. This survey will form the basis of a training program designed to assist in the readjustment in employment of those formerly employed in war industries or in other activities where there has been a falling-off in labour demand.

Day Care of Children.—At the close of the fiscal year, there were 32 Dominion-Provincial Wartime Day Nurseries in operation. Twenty-seven of these were in Ontario and five in Quebec.

The program for school children kept pace with that for the care of the pre-school child and there were 35 school centres and eight kindergarten units in operation at the end of March 1945. About 2,400 children were receiving care in these centres. In all nurseries and school centres, special attention was given to the selection of supervising personnel, health, nutrition and recreation. A director, in charge of all school day-care centres, was appointed for the special purpose of making the after-school program more attractive.

Order in Council P.C. 2503, April 6, 1944, applicable to the Province of Ontario, and Order in Council P.C. 3733, May 18, 1944, applicable to the Province of Quebec, authorized the Minister of Labour to give his written consent to allow the children of mothers working in other than war industries, cared for in any approved project, to exceed 25 per cent of the approved maximum capacity of the project.

Industrial Mobilization Survey Plan.—On December 1, 1942, the Minister of Labour became responsible for the administration of the National War Services Regulations, 1940 (Recruits) under which men may be called up for compulsory military training. The procedure for those who considered that postponement of their military training was warranted was to make individual application to the Chairman of the Mobilization Board from which they received notice of call-up, and each individual case was reviewed by the Mobilization Board.

As the intensity of the war increased and the drain on Canada's manpower became greater, the need for a more orderly method for the allocation of men as between the Armed Services and war and essential civilian industries became apparent. At the request of the Deputy Minister of Labour, a Committee consisting of representatives of the Department of Labour, the Department of National Defence, the Department of Munitions and Supply, the Wartime Prices and Trade Board and the Employment Service, was appointed to study the matter.

The Committee at its first meeting, December 17, 1942, requested the Department of Labour to devise a suitable plan to facilitate the orderly withdrawal of replaceable workers from essential industries for the Armed Services, and to provide for their replacement with the least possible disturbance to production. In consequence, the Industrial Mobilization Survey Plan was developed and put into operation.

Under the Industrial Mobilization Survey Plan, employers listed all of their employees in the designated military age groups. The survey plan of a firm, corporation, etc., supplemented by up-to-date information concerning the medical category of each man on the plan as indicated by the Divisional Registrar, was then submitted to the Industrial Mobilization Survey Committee in the Mobilization Division concerned. The indicating of medical category eliminated, in great measure, consideration of those who, on account of their physical unfitness, would never be called for military training, thus making it possible for the Survey Committee to deal only with those who were physically fit.

Each Industrial Mobilization Survey Committee was composed of a representative of the Department of Labour, the Department of National Defence, the Department of Munitions and Supply, the Wartime Prices and Trade Board and the Employment Service, with the representative of the Department of Labour as Chairman.

Each Survey Committee was provided with personnel for the purpose of investigating any or all employees in any plant, of certifying their military status under Mobilization Regulations, of determining the essentiality of a man and of the work at which he was employed, and reporting on the possibility of replacement. Both management and labour co-operated in investigations of this nature.

The Survey Committee, on reviewing the employees of any plant or establishment, consulted management in an endeavour to withdraw the greatest possible number of those men who could be most easily replaced, recommending postponement for those whose skill or aptitude was such that if they were withdrawn the industry could not maintain the necessary production. From this screening by the local Committees, a Nominal Roll was then made up, with specific recommendations for the withdrawal of certain personnel and the continued postponement of others. This plan was then sent to the Mobilization Board for its approval.

Each plan was reviewed at the end of a period of six months, which was the maximum length of time for which postponement could be granted under Mobilization Regulations.

Mobilization Boards, generally throughout Canada, accepted this basis of operation, which dealt with a plant as a unit, replacing the former method of dealing with applications of individuals.

Up to March 31, 1944, there were 2,203 plants involving a total personnel of 604,718 operating on survey plans. The final report,¹ dated June 30, 1945, shows that 8,127 surveys, including second, third and fourth surveys of some plants and establishments, had been made in the period during which the Industrial Mobilization Survey Plan was in effect. The total number of plants under the Survey Plan at the close of operations was 4,335 with a total personnel of 1,125,860, of which 826,333 were men and 299,527 were women.

Wartime Bureau of Technical Personnel.—During the fiscal year, work was continued in connection with the register of engineers and scientists, which provides complete information concerning the qualifications, special skills and employment history of each technical person registered. Considerable progress was made in the tabulation of data for the authorized survey of the records of the Bureau, to make available more detailed information regarding the pre-war, wartime and post-war employment situation for technical personnel.

The demand for technical personnel showed little change from that of last year, the number of openings being substantially higher than the available supply.

¹ This report covers activities under the Industrial Mobilization Survey Plan from its inception, early in 1943, until the close of operations following suspension, May 7, 1945, of the call-up for military training.

Applications for permits covering the employment of technical persons were subjected to close scrutiny, due weight being given first to priority needs of the Armed Forces for technical officers and, second, of essential civilian undertakings.

Demands for technical officers for the Armed Forces consisted chiefly of replacement schedules and a sufficient number of candidates were provided from the body of new graduates, or by transfers from civilian industry.

There was a slight decrease, compared with recent years, in the number of inquiries received from employers of technical personnel, but an increased number of openings were specifically reserved for ex-service men.

Representatives of the Bureau visited all the universities in Canada in connection with the selection of persons for technical appointments in the Armed Forces, and also in the administration of the University Science Students Regulations in co-operation with the universities.

The active interest of the Advisory Board of the Bureau has ensured close co-operation between the authorities which set up and administer manpower control of technical personnel and those who are directly affected by those controls.

The major operations of the Bureau for the fiscal year are summed up in the following statistics:

Number of inquiries received from employers	1,161
Names referred to employers	5,705
Permits issued for new contracts of employment	4,927
Accepted for technical appointment in Armed Forces	459
Personal interviews	19,884
Questionnaires sent out	3,985
Questionnaires returned	3,398

Labour Exit Permits.—Selective Service controls as provided by Order in Council P.C. 9011, October 1, 1942, and Order in Council P.C. 246, January 19, 1943, and designed to prevent loss of manpower and to prohibit residents of Canada from emigrating for the purpose of taking employment outside of Canada, were maintained, by means of the labour exit system, during the fiscal year.

The Labour Exit Permit regulations do not, in general, apply to those going to the United States on brief visits but a person falling within the age group under Mobilization Regulations is required to produce permission, in writing, from his Mobilization Board. Temporary permits are issued to special categories of border exchange workers.

During the fiscal year, approximately 15,000 applications were dealt with in Head Office, Ottawa. Selective Service officers at local offices are now authorized to deal with applications from females, except those falling within the categories of doctors, dentists, nurses and technical personnel. These officers are also given latitude in approving labour exit permits to railway employees whose transfer to the United States is based on seniority rights, to Canadian Broadcasting Company radio broadcasters, and properly accredited press correspondents who are required for special jobs overseas, and to members of the auxiliary services, e.g. Knights of Columbus, Salvation Army, Y.M.C.A. and Canadian Legion representatives proceeding overseas.

Approximately 50 per cent of the applications received have been refused. Provision is made for reference to a Board of Appeal when permits are refused by Selective Service officers.

Alternative Service (Conscientious Objectors).—Order in Council P.C. 5130, July 6, 1944, provided greater flexibility in respect to the basis of employment of conscientious objectors on postponement, with particular reference to the terms of employment agreements whereby the services of these persons were made available to employers engaged in agriculture and other essential activities.

Of 10,474 conscientious objectors on postponement, approximately 70 per cent are engaged in agriculture. The remainder are engaged mainly in industrial employment.

Those refusing to comply with Alternative Service Regulations as ordered are directed to Alternative Service Work Camps but, during the fiscal year, only one-half of one per cent of conscientious objectors on postponement were placed in such camps.

Conscientious objectors in employment, other than in Alternative Service Work Camps, work under an arrangement whereby a portion of their earnings accrues to the Canadian Red Cross Society. During the fiscal year, \$1,251,556.42 was received by the Canadian Red Cross Society from this source.

*Prisoners of War.*²—Order in Council P.C. 2326, May 10, 1943, authorized the Minister of Labour to utilize the services of prisoners of war in agriculture and other labour projects. As Canada is a party to the Prisoners of War Convention concluded at Geneva in 1929, the conditions of employment, rates of pay, etc., conform to the terms of the Convention and to British practices in this regard.

Projects outside internment camps are under the direction of the Department of Labour, acting in co-operation with the Department of National Defence.

Considerations of security and administration largely determine the selection of prisoners of war for employment, as well as the type and the location of labour projects.

The Department of National Defence supplies the prisoners of war to the Department of Labour and is responsible for the security of prisoners and their discipline. The Department of Labour approves the type of work, the location of the project and the accommodation provided by the employer. The Department of Labour is responsible for the welfare of prisoners while on the projects and exercises continuous supervision over all activities of labour projects, through inspection officers and other staff personnel.

Employers pay to the Department of Labour a fixed rate for the services of prisoners of war, this rate being based upon wages paid in the area for similar work. Prisoners of war receive from the Department of Labour up to fifty cents per working day.

Table 1 shows the distribution of prisoners of war, by area and by industry, employed on 124 work projects on March 31, 1945. In the manufacturing industries, prisoners of war assisted in the manufacture of brick and fertilizers, and in peat cutting and tanning processes.

TABLE 1.—PRISONERS OF WAR ON LABOUR PROJECTS AS AT MARCH 31, 1945

Province	Industry	Number of Prisoners of War	Provincial Total
British Columbia.....	Woods operations.....	38	38
Alberta.....	Agriculture.....	272	
	Manufacturing.....	77	
	Woods operations.....	675	1,024
Manitoba.....	Woods operations.....	409	409
Ontario.....	Agriculture.....	93	
	Manufacturing.....	254	
	Railway maintenance.....	41	
	Woods operations.....	6,978	7,366
Total employed on 124 projects.....		8,837	

² The only aspect of prisoners of war dealt with in this section is the utilization of the services of prisoners of war in agriculture and other labour projects.

With a view to saving time and money incurred in moving ill or slightly wounded prisoners of war to town for medical treatment, eight German physicians were removed from internment camps during the fiscal year and were allotted to various companies employing prisoners of war.

To enforce discipline, detention camps were opened at Hurkett and Hearst in the Province of Ontario.

(2) MOBILIZATION

During the fiscal year ending March 31, 1945, there was one additional Proclamation, Order in Council P.C. 4328, June 16, 1944, designating all men born in the year 1926 to be liable for compulsory military training, with the proviso that men born in the year 1926 are not callable until they reach the age of eighteen years and six months. As a result of this and previous Proclamations, the following age classes and parts of age classes of men are subject to compulsory mobilization:

- (a) Every man who was born in any of the years 1913 to 1926 inclusive, with the proviso that men born in the year 1926 are not callable until they reach the age of eighteen years and six months;
- (b) Every man who was born in any of the years 1902 to 1912 inclusive who, at July 15, 1940, was
 - (i) a widower without child or children; or
 - (ii) a judicially separated man with or without child or children; or
 - (iii) an unmarried man; or
 - (iv) a divorcee, with or without child or children;
- (c) Every man who was born in any of the years 1902 to 1912 inclusive who, since July 15, 1940, has become
 - (i) a divorcee whether or not he has a child or children; or
 - (ii) a judicially separated man whether or not he has a child or children; or
 - (iii) a widower without child or children.

Despite the fact that the above men are subject to the Mobilization Regulations, the Department, at the request of the Army, is not calling men who have passed their 38th birthday.

During the fiscal year, 4,796 prosecutions were entered against men for failing to comply with the Mobilization Regulations. This total number of prosecutions was comprised of the following types of charges:

Failing to notify mobilization authorities of a change in address.....	2,203
Failing to comply with an order to report for military training.....	1,362
Failing to comply with an order to report for medical examination....	947
Failing to re-register	231
Miscellaneous infractions of the Regulations.....	53

Convictions resulted in 4,078 cases, while 43 cases were dismissed. At the end of the fiscal year, 294 cases were still pending before the courts. In 1,134 cases the charge was withdrawn, as the men showed a readiness to comply with the law. The carry-over of pending cases from 1943-44 was 753.

During the fiscal year there were three amendments to the National Selective Service Mobilization Regulations, 1944:

1. Order in Council P.C. 4427, June 9, 1944, amended Subsection 1 of Section 28, to provide that when a designated man was convicted for violating certain sections of the Regulations, he was to be taken "either forthwith or upon expiration of the term of imprisonment, if any, in police custody" to a military centre, to be held there or at such place or places as may be directed by the Commanding Officer of such centre

in police or military custody, until he became a soldier of the Canadian Army, or until he was found by the military authorities not to be fit for military training;

2. Order in Council P.C. 6626, August 7, 1944, amended paragraph (p) of Subsection 1 of Section 2, by extending the meaning of the phrase "non-declarant alien" to include an alien who has not made an application for naturalization under the Naturalization Act;
3. Order in Council P.C. 944, February 13, 1945, amended Section 6B by providing that members of the Royal Canadian Naval or Air Forces, who were about to be discharged, were to undergo a medical examination, prior to discharge, at a military centre in order to determine their fitness for military service, when ordered by their respective officers to do so. This medical examination constitutes an examination under the National Resources Mobilization Act (Army) Regulations, 1943.

Until the end of February 1945, the Army requested a monthly quota of 5,000 men. Beginning with the month of March, this monthly quota was raised to 7,500 men, in addition to the men recalled for military training after discharge from the R.C.A.F.

In order to meet the manpower requirements of the Army, it was necessary to tap new sources of manpower supply. It was decided, as a matter of Government policy, to recall fit men discharged from the Forces. Generally speaking, discharged men, who come within any of the following classes, are not subject to recall:

- (a) Personnel who are not in a designated age class or part of a designated age class;
- (b) Personnel who have passed their 38th birthday;
- (c) Personnel retired or discharged, who are medically unfit for service in the Army;
- (d) Permanent Force personnel, retired or discharged to pension;
- (e) Personnel retired or discharged for appointment or enlistment in the Canadian Army, Air Force or Navy, or with the Allied Foreign Forces;
- (f) Personnel with service overseas, on the high seas, or over the territorial waters of Canada, providing services have not been terminated on grounds of misconduct or inefficiency;
- (g) Personnel discharged on compassionate grounds.

Prior to December 1, 1944, personnel who had two years or more service in Canada only were not recalled. After that date this period of service in Canada only was extended to three years or more. It was later decided that personnel who were discharged as from January 15, 1945, would be subject to recall, if the service was confined to Canada only, regardless of the length of service.

After consultation with the three branches of the Service, it was decided that service in the following would constitute overseas service:

Alaska	Labrador	The Far East
The Aleutians	Newfoundland	Europe
Greenland	Bermuda	Asia
Baffin Land	British West Indies	Africa
Iceland	Australia	

In order to expedite the enrolment of a dischargee in the Canadian Army with as little delay as possible, a Ministerial Order, dated February 15, 1945, authorized any National Selective Service officer, attached to any Royal Canadian Naval or Air Force release centre, to serve an "Order-Military Training" on any designated man about to be discharged from the Naval or Air Forces.

It was also decided that men, who were previously rejected because of low grades in the features E (eyes and eyesight) and S (stability-emotional) of the Pulhems Profile, be recalled for further medical examination at Army reception centres. This does not apply to men who are on postponement as farmers.

Up until August 1944, it was not the policy of the Government to call men of Chinese racial origin. This policy was changed so that British subjects of Chinese racial origin are now being called for compulsory military training.

Under a Ministerial Order dated August 15, 1944, every employer was required to obtain satisfactory evidence that each male employee, newly hired by him, was in good standing under the Mobilization Regulations. Under this Order, this information was to be obtained within seven days following the date the man was taken into employment. The employer is obliged to report immediately, to the Registrar of the nearest administrative division, any male employee who fails to furnish proof that he has complied with the Mobilization Regulations.

Another method of raising the required number of men for the Army was the curtailment of postponements in essential industry. Postponements, which numbered 52,341 at March 31, 1944, were reduced to 33,575 at January 31, 1945.

In July 1944, it was decided to simplify the call-up procedure affecting farmers and persons employed in agriculture. Normally, when a man receives his call to report for medical examination he first submits himself for examination and then, if he has reason to apply for postponement he should do so within a stipulated time. It was considered, since *bona fide* farmers or persons employed in agriculture would receive postponements, that they should not lose any time from their farms in order to undergo this medical examination. Under present procedure, therefore, a farmer or a person employed in agriculture, upon receipt of an "Order-Medical Examination", need not report immediately for medical examination, but he must immediately submit detailed information regarding his agricultural activities to the Registrar. If postponement is granted by the Mobilization Board, the applicant is advised that he need not report for medical examination.

In order that there would be no serious dislocation in any war or other essential industry arising from absence of employees who were required to undergo medical examination, travelling Military Medical Boards visited the following centres: Sydney, N.S., Arvida, Que., Sorel, Que., Ottawa, Ont., Hamilton, Ont., St. Catharines, Ont., Port Arthur, Ont., Fort William, Ont. These Boards examined or re-examined about 16,500 men.

In view of the large number of male Canadians who were leaving Canada, the Department of National Revenue, Customs and Excise Division, was requested to instruct officials at the border to prevent any designated man from leaving Canada unless he showed written permission from the chairman or deputy chairman of his Mobilization Board.

Order in Council P.C. 496, January 25, 1945, directed that men engaged in certain occupational classifications are not to be called out for military training. Mobilization Boards were accordingly advised to grant a postponement order, until further notice, to a fit man in a designated age class,

- (a) if he is employed in an industrial establishment at least 85 per cent of the production of which, as determined by the Department of Munitions and Supply, is for war purposes, but only
- (b) if he is employed in such establishment as a tradesman, or as an apprentice with at least two years' experience, in any of the following occupational classifications, namely, draftsman, toolmaker, tool-designer, die-maker, metal-pattern or wood-pattern maker.

Owing to the shortage of labour in certain essential industries, it was again found necessary to utilize the services of Canadian Army personnel in these indus-

tries. Order in Council P.C. 7429, October 3, 1944, as amended by Order in Council P.C. 9148, December 5, 1944, and Order in Council P.C. 50/9555, December 28, 1944, authorized the Minister of National Defence to require any soldier "to perform any service or duty upon or in connection with any project or undertaking in Canada which the Minister of National Defence and the Minister of Labour deem to be in the national interest". Army personnel were used only where civilian personnel were not available. Under the provisions of the above Order, employers paid for the services of any soldiers at the going civilian rate. Soldiers so employed received only their regular army pay and allowance, and during employment remained subject to military discipline. Some 500 soldiers were detailed to railway track maintenance, equally divided between the C.N.R. and the C.P.R. One hundred soldiers were employed in coal delivery in the Toronto area and about 200 were engaged in the construction of a military hospital, brickyards and malleable iron foundries.

Very good progress was made during the fiscal year in locating men who were "Not Accounted For" under the Mobilization Regulations. Mobilization statistics show that of the total number of men now designated under the Mobilization Regulations, only about 1.4 per cent are classified as "Not Accounted For". The number of such cases outstanding has been reduced from 49,000 to less than 24,000 during the fiscal year.

NOTE.—Following close upon the cessation of war in Europe, there was a relaxation of National Selective Service Regulations. Only those controls considered as necessary for the present in the light of Canada's participation in the war against Japan and to aid in the transition of industry at home have been retained. While these changes did not take place within the fiscal year under review, it was considered advisable to make a summary reference to them herein. A number of the changes set forth below became effective immediately following the end of the war in Europe and almost all of them were in effect by the end of May or early in June 1945.

Call-ups for the Army, under Mobilization Regulations, have been suspended. Also, further men are not being notified to report for medical examination under the call-up system.

Steps have been taken to notify men on occupational postponement—whether in agriculture or in industry or commerce—that their postponements are being automatically renewed without the man or his employer making application, but that men given postponement as farmers or for other occupational reasons, must continue on the farm or at the employment which led to the granting of postponement.

Also, steps have been taken to notify students on postponement of military training that their postponement will be extended until further notice, but that if they wish to leave their studies to enter employment, they must report to a local Employment and Selective Service Office.

Universities and colleges are not now required to report to Mobilization Boards the names of male students failing to reach a fixed standard on their examinations; and male university students falling below the specified standard will not now be subject to compulsory direction to jobs.

Men rejected for the Army are not now being specially interviewed by Selective Service officers, with a view to their compulsory direction to work.

The requirement that men of military age secure the permission of a Mobilization Board Chairman before leaving Canada has been dropped—but Labour Exit Permits are still necessary for most persons proposing to leave Canada with the intention of seeking or accepting employment elsewhere.

Under National Selective Service Civilian Regulations, the requirement that women and girls should first secure a permit from an Employment Office before seeking or entering employment has been changed. Under the new rule, a female worker may accept employment with an employer, and either the

employer or the woman reports the hiring to the Employment Office within three days.

The prohibition of advertising, both in the case of an employer seeking women workers and women seeking jobs, has been suspended.

The 'freezing' of members of the teaching profession in their employment has been lifted.

Announcement has been made that further men will not be taken out of present employment and directed to other employment under the seven Compulsory Employment Transfer Orders issued in 1943. Men previously directed under these Orders are to continue at their present essential jobs.

Previously, any person leaving Canada for 30 days or more had to surrender his National Registration Certificate: only those leaving for six months or longer will now be required to do this.

Employers have been freed from the responsibility, formerly existing under a Ministerial Order, of obtaining satisfactory evidence that each male employee, newly hired, is in good status under the Mobilization Regulations.

An Industrial Selection and Release Board has been established at Ottawa, with a series of committees in the several military districts, to pass upon applications from employers for the speedy release from the Armed Forces of key personnel, whose early return to industrial or commercial employment will increase production and employment possibilities in Canada. The Armed Forces will co-operate by carrying through the recommendations of the Board where feasible.

IV.—INDUSTRIAL RELATIONS

The conciliation work of the Industrial Relations Branch stems from two pieces of legislation and is treated hereunder in separate sections in keeping with the legislative source from which the authority of the Branch is derived.

Conciliation machinery is provided by the Wartime Labour Relations Regulations (Order in Council P.C. 1003), February 14, 1944, in respect of all industries covered by these Regulations with a view to the peaceful negotiation of collective agreements. Certain requirements of the Regulations must have been complied with before such machinery may be invoked. The efforts of the Industrial Relations Officers may, if unsuccessful, be followed by the establishment of a Board of Conciliation.

Conciliation of a more general nature may also be invoked under the provisions of the Conciliation and Labour Act (Chap. 110, R.S.C., 1927). Under this Act, Federal intervention is, in the main, restricted to industries over which the Dominion Government has constitutional jurisdiction, or industries over which its jurisdiction has been extended by virtue of the War Measures Act. Within this field, conciliation may take place in regard to any strike or situation which, in the opinion of the Minister of Labour, calls for expedient measures. Such disputes are, however, distinct from and in addition to those coming within the provisions of the Wartime Labour Relations Regulations.

CONCILIATION PROCEEDINGS UNDER WARTIME LABOUR RELATIONS REGULATIONS

Sections 11 to 14 of the Wartime Labour Relations Regulations provide for conciliation machinery to attempt settlement of disputes where negotiations for an agreement following certification of bargaining representatives, or negotiations for the renewal of an existing agreement, have been unsuccessfully continued for thirty days. Disputes of this nature are referred to the Minister of Labour by the Wartime Labour Relations Board (National) or by the Provincial Boards in their respective jurisdiction. A Conciliation Officer is then appointed to confer with the parties and endeavour to effect an agreement. If the Conciliation Officer is unable to bring about settlement of the matters in dispute and reports that in his view an agreement might be facilitated by the appointment of a Board of Conciliation, a Board is established by the Minister of Labour forthwith. The duty of such a Board is to endeavour to effect an agreement between the parties on the matters in dispute and report its findings and recommendations to the Minister.

When a Conciliation Board is being established, each of the parties to the negotiations is required to nominate one person for membership on the Board. The two members so appointed are then requested to recommend a third person to act as chairman. If they fail to agree, the Minister of Labour appoints a chairman.

During the fiscal year April 1, 1944, to March 31, 1945, there were 143 cases involving procedure under the conciliation provisions of the Regulations. Of these cases, 37 were settled through the efforts of Conciliation Officers without recourse to Board procedure.

Eighty-six Boards of Conciliation were established during the year. Of the 55 cases concerning which reports were received by March 31, 1945, eleven settlements were effected by the Boards. On the basis of the situation at the end of the fiscal year, it is estimated that about two-thirds of the remainder will have been settled by the parties themselves subsequent to Board proceedings. It is interesting to note that of all these cases only two involved strikes.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR
RELATIONS REGULATIONS, BY INDUSTRIES, APRIL 1, 1944, TO
MARCH 31, 1945

Logging	1	
Mining and Smelting—		
Coal Mining	1	
Metal Mining	13	
Non-metallic (other than coal)	1	
		15
Manufacturing—		
Animal Products (Foods)	6	
Vegetable Products (Foods)	4	
Metal Products	64	
Fur, Leather and Other Animal Products	2	
Textiles	1	
Printing and Publishing	1	
Wood Products, miscellaneous	7	
Shipbuilding	7	
Non-metallic Minerals, Chemicals, etc.	11	
Rubber Products	2	
Miscellaneous	2	
		107
Transportation and Public Utilities—		
Water	1	
Electric Railways and Local Bus Lines	2	
Other Local and Highway	2	
Electricity and Gas (mainly utilities)	4	
Miscellaneous	3	
		12
Service—		
Public Administration	2	
Business and Personal	6	
		8
Total		143

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR
RELATIONS REGULATIONS, BY DISPOSITION OF CASES,
APRIL 1, 1944, TO MARCH 31, 1945

Cases involving Conciliation procedure	143
Settlements through the efforts of Conciliation Officers	37
Under investigation by Conciliation Officers at March 31, 1945	20
Boards established	86
Boards functioning at March 31, 1945	29
Boards reporting	55
Settlements effected through the effort of Conciliation Boards	11
Cases where settlement was reported subsequent to Board proceedings ..	12
Cases where final disposition was pending at March 31, 1945	34

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR
RELATIONS REGULATIONS, BY PROVINCES, APRIL 1, 1944, TO
MARCH 31, 1945

Ontario	94
British Columbia	19
Quebec	16
Saskatchewan	7
Manitoba	3
Nova Scotia	2
New Brunswick	1
Alberta	1
Total	143

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR
RELATIONS REGULATIONS, BY CAUSES OF DISPUTE,
APRIL 1, 1944, TO MARCH 31, 1945

(Cases Reported on by Conciliation Officers)

Union Security only	50
Union Security and other causes	51
Other than Union Security	22
Total	123

CONCILIATION AND LABOUR ACT

The Conciliation and Labour Act (Chap. 110, R.S.C., 1927) empowers the Minister of Labour to enquire into the causes and circumstances of industrial disputes and to take expedient measures to bring the parties together with a view to effecting a settlement. The Minister is also authorized to appoint a conciliator or an arbitrator to deal with any dispute when requested by the parties involved.

For the purpose of administering this Act and complementary legislation, the Department maintains an Industrial Relations Branch, with headquarters in Ottawa. The Branch is headed by a Director of Industrial Relations who has supervision over the headquarters staff and the field force. The Industrial Relations Officers in the field are stationed at Vancouver, Winnipeg, Toronto, Montreal, Fredericton, and Glace Bay.

During the fiscal year ending March 31, 1945, officers of the Industrial Relations Branch were called upon to deal with 281 disputes or controversial situations. These involved 138,295 workers employed in 412 separate establishments. This represented a sharp falling-off from the previous fiscal year during which Industrial Relations Officers handled 526 disputes in 761 establishments, involving 226,557 workers.

Strike action by the workers was resorted to in 93 cases before or about the time the dispute was brought to the attention of the Department. In the majority of these, mediation by Industrial Relations Officers resulted in a resumption of work, 50 cases being settled by straight conciliation, while in numerous other cases a settlement was effected by mediation followed by the signing of an agreement, by the appointment of a Commissioner, or by other means. In 20 disputes where a stoppage of work was threatened and the Industrial Relations Branch was sufficiently forewarned to intervene in the situation, strike action was averted in eight instances; in several of the other cases a satisfactory disposition of the dispute was secured, after strike action, by mediation or other means. Out of a total of 79 controversies, 22 were adjusted by direct conciliation and many of the remainder were disposed of otherwise to the mutual satisfaction of the parties.

The 281 cases were analysed as follows:

ANALYSIS OF DISPUTES BY INDUSTRIES

Mining and Smelting, etc.—

Coal Mining	42
Metal Mining	9

51

Manufacturing—

Animal Products (Foods).....	11
Vegetable Products (Foods, etc.).....	3
Metal Products	112
Tobacco and Liquor.....	1
Fur, Leather and other Animal Products.....	4
Textile, Clothing Products, etc.....	12
Pulp, Paper and Paper Products.....	2
Printing and Publishing.....	2
Wood Products, miscellaneous.....	11
Shipbuilding	19
Non-metallic Minerals, Chemicals, etc.....	9
Rubber Products.....	7
Miscellaneous	1

194

Construction—

Buildings and Structures.....	2
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Transportation and Public Utilities—

Steam Railways	5
Water	8
Electric Railways and Local Bus Lines.....	6
Air	1
Electricity and Gas (mainly utilities).....	1
Miscellaneous	7

28

ANALYSIS OF DISPUTES BY INDUSTRIES—*Concluded*

Trade	2
Service—	
Business and Personal.....	3
Electric Light and Power (not including undertakings mainly public utilities)	1
	<hr/> 281

ANALYSIS OF DISPUTES BY NATURE OF DISPUTE

Strikes	93
Threatened strikes	20
Controversies	79
Arbitrations	35
Requests to conduct consent elections.....	21
Requests for services of Commissioners	33
	<hr/> 281

ANALYSIS OF DISPUTES BY PREDOMINANT CAUSE OR OBJECT

Increase in wages.....	48
Decrease in wages.....	5
Increase in wages and reduced hours.....	1
Increase in wages and other changes.....	3
Increase in wages and Union recognition.....	2
Reduced hours.....	2
Increased hours.....	1
Other causes affecting wages and working conditions	28
Recognition of Union.....	33
Employment of Union members only (including employment of members of only one Union).....	7
Discharge of workers for Union activity or membership.....	51
Union jurisdiction.....	3
To secure or to maintain Union wages and working conditions.....	11
Other Union questions.....	19
Discharge of workers (other than in connection with Union ques- tions and including refusal to reinstate).....	30
Employment of particular persons (other than <i>re</i> Union matters)..	8
Unfair practices.....	2
Unclassified	27
	<hr/> 281

ANALYSIS OF DISPUTES BY DISPOSITION

Strike terminated by mediation or other Departmental action.....	50
Threatened strike averted by mediation, etc.....	8
Controversy terminated by mediation, etc.....	22
Decision rendered in arbitration.....	33
Election or vote conducted.....	20
Industrial Disputes Inquiry Commission appointed under P.C. 4020	25
Special Commissioner appointed.....	3
Agreement signed.....	8
Verbal agreement.....	2
Written statement terminating situation.....	3
Dispute lapsed or called off; no further action required.....	44
Referred to National War Labour Board or Regional War Labour Board	11
Referred to Wartime Labour Relations Board.....	9
Referred to provincial authorities.....	21
Other disposition.....	16
Disposition pending	6
	<hr/> 281

ANALYSIS OF DISPUTES BY METHOD OF SETTLEMENT

Conciliation or mediation.....	133
Direct negotiations.....	22
Arbitration	35
Administrative action (including such services as the supervision of votes).....	50
Investigation only.....	32
Settlement pending.....	9
	<hr/> 281

CASES DISPOSED OF BY INDUSTRIAL DISPUTES INQUIRY COMMISSIONERS

Number of employers involved.....	25
Number of employees involved.....	138
Number reinstated voluntarily as result of preliminary investigation..	1
Number reinstated voluntarily with back pay as result of Commissioner's investigation	3
Number found dismissed for Union membership or activity and ordered reinstated with back pay by Minister of Labour.....	10
Number found to be dismissed for just cause.....	42
Number found dismissed or laid off in ordinary course of business for economic reasons	65
Number found to have secured preferable employment or otherwise not wishing to return	15
Number of charges withdrawn by Union.....	2

STATISTICAL RECORD OF STRIKES AND LOCKOUTS IN CANADA BY CALENDAR YEARS

References and figures in the following statement pertain to all industrial disputes in Canada without any distinction as to whether they are dealt with under Dominion or provincial legislation.

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment towards the end of 1900. Tables are published each month in the *Labour Gazette* of strikes and lockouts in existence during the month, giving particulars as to duration, cause, method of settlement and result of each strike. A review, with a statistical analysis for each calendar year, is published as early as possible in the year following. A strike or lockout included as such in the record is a cessation of work involving six or more employees for at least one working day or a number of workers for part of a day, causing a time loss of ten or more man-working days. The statistical compilation includes only workers directly involved, that is, those on strike or locked out, but the employees indirectly affected, that is, unable to work because of the work stoppage, are shown in footnotes when the number is important.

Notification of the occurrence of a strike or lockout is sent immediately to the Director of Industrial Relations by officers of the Department throughout Canada and, in applicable cases, by officers of Provincial Departments of Labour. Information is also obtained from representatives of the workers involved, from the employers concerned and from other sources. A statement as to each strike, showing causes, dates, results, etc., is obtained, if possible, from representatives of the parties to the dispute.

A marked decline in strike activity was recorded in 1944 as compared with the previous year. During 1944, there were 199 strikes and lockouts in which 75,290 workers were involved, causing a time loss of 490,139 man-working days. During 1943, the number of strikes recorded was 402, in which 218,404 workers were involved, causing idleness of 1,041,198 days.

The improvement in the employer-employee relations, as indicated by the decline in strike activity, reflects the co-operation of both management and workers in the application of the Wartime Labour Relations Regulations which went into effect on March 20, 1944.

The time lost through strikes in 1944 was about one-twentieth of one per cent of the total number of days worked by all non-agricultural wage earners during the year. Expressed in this way, the loss in 1944 was about the same as in 1941 and 1942 and about one-half that of 1943. Both the number of strikes and the number of workers involved were smaller than in any of the three preceding years. About 25 workers in every 1,000 wage earners were involved in strikes during the year as compared with 72 in 1943, 39 in 1942, 33 in 1941, 27 in 1940, and 20 in 1939.

The expansion of employment since the outbreak of war has been much greater in manufacturing than in other industries. Strike activity has been greatest also in this group of industries in recent years. Three-fifths of the number of strikes and four-fifths of the time lost in 1944 were in manufacturing. Strikes in mining numbered 49 but were of short duration and involved relatively fewer workers than in recent years. Strikes in coal mining caused less idle time than in any year since 1931, with the exception of 1938.

Questions involving changes in wages were responsible for more strikes than any other cause during the year but these resulted in relatively little time loss, about one-seventh of the total as compared with about one-third in 1943. Questions in connection with unionism caused only 34 strikes but resulted in 75 per cent of the total time loss, most of which was caused by two strikes, one of motor vehicle factory workers at Windsor, Ont., and one of shipyard workers at Halifax, N.S. Only 12 strikes were for recognition of union and a very small proportion of the total of lost time resulted from these. Sixty-nine strikes were settled by conciliation and this was a factor also in the settlement of 33 additional strikes which were referred to arbitration and to War Labour Boards, etc.

A complete survey of strikes and lockouts in Canada during 1944 was published in the *Labour Gazette*, March issue, 1945, pp. 383-407. Comparative figures (see Table I below) and charts covering the period 1901-1944 are included in the survey.

The annual review giving available information as to strikes and lockouts in other countries during 1944 was published in the *Labour Gazette*, March issue, 1945, pp. 408-410. However, many countries are no longer reporting owing to war conditions.

TABLE I.—STRIKES AND LOCKOUTS IN CANADA BY CALENDAR YEARS, 1901-1944

Year	Number beginning during the year	Strikes and Lockouts in Existence During Year			
		Number of strikes and lockouts	Number of employers	Number of workers involved	Time loss in man-working days
1901.....	97	99	285	24,089	737,808
1902.....	124	125	532	12,709	203,301
1903.....	171	175	1,124	38,408	858,959
1904.....	103	103	591	11,420	192,890
1905.....	95	96	332	12,513	246,138
1906.....	149	150	965	23,382	378,276
1907.....	183	188	950	34,060	520,142
1908.....	72	76	178	26,071	703,571
1909.....	88	90	372	18,114	880,663
1910.....	94	101	1,233	22,203	731,324
1911.....	99	100	533	29,285	1,821,084
1912.....	179	181	1,321	42,860	1,135,786
1913.....	143	152	1,077	40,519	1,036,254
1914.....	58	63	261	9,717	490,850
1915.....	62	63	120	11,395	95,042
1916.....	118	120	332	26,538	236,814
1917.....	158	160	758	50,255	1,123,515
1918.....	228	230	782	79,743	647,942
1919.....	332	336	1,967	148,915	3,400,942
1920.....	310	322	1,374	60,327	799,524
1921.....	159	168	1,208	28,257	1,048,914
1922.....	89	104	732	43,775	1,528,661
1923.....	77	86	450	34,261	671,750
1924.....	64	70	435	34,310	1,295,054
1925.....	86	87	497	28,949	1,193,281
1926.....	75	77	512	23,834	266,601
1927.....	72	74	480	22,299	152,570
1928.....	96	98	548	17,581	224,212
1929.....	88	90	263	12,946	152,080
1930.....	67	67	338	13,768	91,797
1931.....	86	88	266	10,738	204,238
1932.....	111	116	497	23,390	255,000
1933.....	122	125	617	26,558	317,547
1934.....	189	191	1,100	45,800	574,519
1935.....	120	120	719	33,269	284,028
1936.....	155	156	709	34,812	276,997
1937.....	274	278	630	71,905	886,393
1938.....	142	147	614	20,395	148,678
1939.....	120	122	243	41,038	224,588
1940.....	166	168	894	60,619	266,318
1941.....	229	231	658	87,091	433,914
1942.....	352	354	492	113,916	450,202
1943.....	401	402	651	218,404	1,041,198
1944.....	195	199	400	75,290	490,139
Totals.....	6,398	6,548 ¹	29,040 ¹	1,845,728 ¹	28,719,504

¹ In this table figures for strikes and lockouts extending over the end of the year are counted more than once.

V.—WARTIME LABOUR RELATIONS BOARD (NATIONAL) AND ASSOCIATED PROVINCIAL BOARDS

The administration of the Wartime Labour Relations Regulations, Order in Council P.C. 1003, is in the hands of the Wartime Labour Relations Board (National) and its associated provincial Labour Relations Boards. The Report of the Department of Labour for the fiscal year 1943-44 contains a summary of the background and content of the Regulations together with information regarding the manner in which the National Board is constituted and its personnel. For reasons of space, some of this material will not be repeated, and this account will be confined to additional material and to developments during the fiscal year ending March 31, 1945.

The personnel of the Wartime Labour Relations Board (National) is as follows:

Chairman: the Hon. Mr. Justice G. B. O'Connor, Edmonton, Justice of the Supreme Court of Alberta;

Vice-Chairman: the Hon. Mr. Justice J. N. Francœur, Quebec City, Justice of the Court of King's Bench for the Province of Quebec;

Members: Mr. A. R. Mosher, Canadian Congress of Labour, Ottawa; Mr. W. L. Best, C.B.E., Brotherhood of Locomotive Firemen and Enginemen, Ottawa; Mr. R. Harmegnies, National Federation of Aluminum Workers, St. Joseph d'Alma, Quebec; Mr. H. Taylor, Canadian National Carbon Co., Ltd., Toronto; Mr. A. Deschamps, Contracting Engineer, Montreal; Mr. A. J. Hills, Ottawa; Mr. E. R. Complin, Canadian Industries, Ltd., Montreal, and Mr. J. A. D'Aoust, International Brotherhood of Paper Makers, Wrightville, Que. The two last-named members were appointed to the Board during the year to succeed, respectively, Mr. W. H. Browne, Moore Corporation Ltd., Toronto, and Mr. F. Molineux, Brotherhood of Painters, Decorators and Paper Hangers of America, Hamilton, who resigned from the Board.

Chief Executive Officer: Mr. M. M. Maclean, Director of Industrial Relations and Assistant to the Deputy Minister of Labour, Ottawa.

Secretary: Mr. Bernard Wilson, Industrial Relations Officer of the Department of Labour, Ottawa.

AMENDMENTS TO THE REGULATIONS

Section 24(4) was amended by Order in Council P.C. 6003 which provided that the Vice-Chairman of the Board should not vote on matters before the Board when the Chairman was present.

Sections 15 and 16 were amended by Order in Council P.C. 6893. This Order in Council revised Section 15 to provide that every agreement, whether made before or after the effective date of the Regulations, is deemed to run for a period of not less than one year from its operative date and is not capable of cancellation within that period without the consent of the Board. Section 16 was amended by the addition of a subsection providing that, where either party to an existing collective agreement had required the other to enter into negotiations for the renewal of an agreement, Sections 11, 12, 13 and 14 of the Regulations apply in the same manner as if negotiations had failed to bring about an agreement following certification of bargaining representatives. In other words, parties renewing agreements are enabled by reason of the amendment to apply for the intervention of the Board and obtain conciliation services as if certified under the Regulations. The Order in Council also amended Section 48 by rescinding paragraph (b) of subsection (3), concerning P.C. 7307, which

Order in Council was revoked as inconsistent with the Regulations. It had provided regulations for the avoidance of industrial strife.

Section 24 was further amended by Order in Council P.C. 690 which inserted a new subsection (3) providing that five members of the Board form a quorum and that in the absence of the Chairman the Vice-Chairman shall act for him.

DOMINION-PROVINCIAL AGREEMENTS RELATING TO ORDER IN COUNCIL P.C. 1003

Section 36 of the Regulations provides that the Minister of Labour may enter into an agreement with the Government of any province for the administration of the Regulations, or any part thereof, within that province. During the year such agreements were made with seven provinces, namely, British Columbia, Saskatchewan, Manitoba, Ontario, Quebec, New Brunswick and Nova Scotia.

PROVISIONS OF THE AGREEMENTS

In general, the agreements delegated some part of the authority of the National Board to a provincial Board or agency, appointed Board members and administrative officers, provided for appeal to the National Board from the decisions of provincial agencies, made provision for joint Dominion-Provincial participation both in the cost of administering the Regulations and in the utilization of Dominion and Provincial Conciliation Officers in the province concerned. The agreements also provided that the National Board should have jurisdiction where employees in more than one province of a common employer and of several employers where proceedings under Section 5(3) of the Regulations are concerned.

All provinces completing agreements, with the exception of the Province of Quebec, made provision for the application of the Regulations to employees ordinarily within exclusive provincial legislative jurisdiction. During the year, however, the Province of Saskatchewan reasserted its jurisdiction over such employees by repealing the Labour Relations Act, 1944, and adopting the Saskatchewan Trade Union Act, 1944.

AMENDMENTS TO DOMINION-PROVINCIAL AGREEMENTS

By Order in Council P.C. 5484 an amendment was made to the agreement between the Dominion and the Province of British Columbia. The amendment provided that the National Board should have jurisdiction over employees and employers in the coal mining industry in British Columbia. This industry, enumerated in Schedule A, is ordinarily within the jurisdiction of provincial Wartime Labour Relations Boards.

By Order in Council P.C. 8293, an amendment was made to the agreement between the Dominion and the Province of New Brunswick, the Minister of Labour for the province being named *ex officio* Chairman of the New Brunswick Wartime Labour Relations Board. Previously, the Chairman had been the Minister of Health and Labour for the province.

While not being designated as amendments to the various agreements between the Dominion and Provincial Governments, there were promulgated during the year a large number of Orders in Council which had that effect. For the main part, they made effective a number of resignations from and appointments to the various provincial Labour Relations Boards. One other Order in Council, P.C. 124, provided that parties to proceedings before the Ontario Labour Court still outstanding at January 9, 1945, might make application under the Wartime Labour Relations Regulations despite Order in Council P.C. 2301 which had been passed in March 1944, to protect such proceedings before the Ontario Labour Court.

SCOPE OF NATIONAL AND PROVINCIAL LABOUR RELATIONS BOARDS

It is essential for a proper appreciation of the scope and jurisdiction of the various Labour Relations Boards to be aware of the effect of the Dominion-Provincial agreements and the fact that the Regulations apply, or are applicable to the following three general classes of employers and their employees:

1. *Persons engaged in industries of an international or interprovincial character* such as are ordinarily within Dominion jurisdiction. These employers and their employees are under the jurisdiction of the National Board. In addition, the National Board, by virtue of the various provincial agreements, has jurisdiction over employees in more than one province of a common employer and of several employers where proceedings under Section 5 (3) of the Regulations are concerned.

2. *Persons in essential war industries as described in Schedule A of the Regulations.* By the various Dominion-Provincial agreements jurisdiction over such employees has been delegated to Provincial Labour Relations Boards in all matters affecting the Regulations except the appointment of Conciliation Officers, pursuant to Sections 12 and 16 of the Regulations, and the establishment of Conciliation Boards. In the Province of Alberta, which has no Wartime Labour Relations Board, matters affecting employees in war industry are administered by the National Board.

3. *Persons in all other industries ordinarily within the legislative jurisdiction of the various provincial authorities* where those authorities have by appropriate enabling legislation brought such industry under the Regulations. The introduction of such legislation is entirely within the discretion of the various provincial authorities. Where provincial employees have been brought under the Regulations, jurisdiction is vested in the provincial Labour Relations Board in the same manner as for employees in war industry described under Schedule A of the Regulations (see paragraph 2 above).

At the close of the fiscal year, five provinces, British Columbia, Manitoba, Ontario, New Brunswick and Nova Scotia had passed enabling legislation, and the Regulations, therefore, covered all employees in those Provinces. In the Provinces of Quebec and Saskatchewan, the Provincial Labour Relations Boards administer matters only relating to war industry under Schedule A. In Alberta, the National Board administers matters affecting persons engaged in war industry.

FUNCTIONS OF THE NATIONAL AND PROVINCIAL LABOUR RELATIONS BOARDS

By virtue of the Regulations, each Wartime Labour Relations Board is authorized to perform various functions on behalf of those employees and employers within its particular jurisdiction. The most important functions are:

1. Certification of bargaining representatives upon receipt of an application and when, following an investigation conducted by the Board and a hearing of the parties if desired, such representatives are shown to be properly elected by an employees' organization or chosen by a trade union. Incidental to this function, the Boards must determine the appropriateness of a unit for collective bargaining purposes before certifying bargaining representatives for that unit. The Boards must also decide upon the exclusion of confidential and supervisory employees, exercising management functions, from the bargaining unit.

2. Intervention with a view to completion of a collective agreement. Where negotiations have failed to bring about an agreement, the Board on request must refer or certify the matter to the Minister of Labour for the appointment of a Conciliation Officer and, if necessary, a Conciliation Board.

3. Establishment of a procedure for the final settlement of disputes concerning the misinterpretation or violation of a collective agreement. This function is confined to situations where the agreement itself lacks a procedure for the final settlement of such disputes.

4. Instituting or granting permission to institute prosecutions for violation of the Regulations. It is within the discretion of the Board to institute or grant or withhold permission to prosecute in matters concerning unfair labour practices, illegal strike or lock-out action, bargaining in bad faith, or other breach of the Regulations.

5. Interpretation of the Regulations. This duty is common to all Boards but is a special function of the National Board where appeals have been entered against the decisions of provincial Boards and where the National Board is authorized to give the interpretation and decision which the provincial Board should have given.

BOARD REGULATIONS RELATING TO PROCEDURE

Each provincial Board may make Regulations as to its procedure in the performance of its functions, as described above, but such provincial Regulations must not be inconsistent with the Wartime Labour Relations Regulations or the Regulations of the National Board relating to procedure.

The Regulations of the National Board concerning procedure were adopted on June 7, 1944, pursuant to Section 27 of Order in Council P.C. 1003, and given the approval of the Minister of Labour. Twice during the year they were amended. As amended, the Regulations provide the procedure to be followed in applying for the certification of bargaining representatives, seeking the intervention of the Board for conciliation services, requesting a procedure for the final settlement of grievance disputes, appealing from the decisions of provincial Boards, requesting stays of proceedings in votes ordered by provincial Boards, and in applying for leave to institute prosecutions for violation of the Regulations.

Lack of space prevents a description of the procedures prescribed in making these various types of applications for the services of the Boards. However, the Regulations relating to procedure may be obtained by writing the Board.

WARTIME LABOUR RELATIONS BOARD (NATIONAL)

During the fiscal year ending March 31, 1945, the National Board held sixty meetings, sitting every second Tuesday for two-, three- and four-day sessions. In addition to other activities, statistics of which are given below, some 84 hearings were held with approximately 153 employers and the same number of trade unions and employees' organizations being represented before the Board. About one-third of the meeting time of the Board was occupied in hearing these oral representations. Fifty-two of the hearings involved applications for certification, twenty-six involved appeals or groups of appeals from the decisions of provincial Boards, and five were concerned with other matters affecting the Regulations.

DECISIONS AND JUDGMENTS OF THE NATIONAL BOARD

The National Board during the year made certain decisions and issued various judgments of importance in the administration and understanding of the Regulations. Some of these are summarized briefly below.

DECISIONS CONCERNING DEFINITIONS

The Regulations define the terms and concepts used therein. For instance, the word "employee", as defined, excludes persons employed in a confidential capacity or having authority to employ or discharge other employees. Various decisions of the Board bear upon such confidential or supervisory duties. It is the practice of the Board to ascertain, by means of tests, the exact nature and degree of responsibility inherent in the duties of various classifications which might be supervisory or confidential. It is not possible to exclude such personnel simply by classification, as there is often a wide variation in the duties performed under the same classification.

During the year, the Board has at various times excluded from bargaining units such employees as monthly salaried matrons and nurses, masters and chief engineers, grain shippers, superintendents, weighmasters, foremen above the level of working supervisors, power-house clerks, managers' stenographers, chief stewards, accountants, accountants' clerks, food checkers, chefs, bell captains, chief cashiers, safety and first-aid supervisors, payroll personnel, purchasing agents, watchmen, policemen and guards, pursers and assistant pursers.

Persons doing "auditing as commonly understood" have been excluded from a bargaining unit, it being specified that routine checking and clerical work is not deemed to be auditing (In re Quebec Railway, Light, Heat & Power Co., Ltd., et al., May 23, 1944).

The Board ruled, on April 12, 1944, that "for purposes of the Regulations, persons employed in a professional capacity shall be deemed to be employed in a confidential capacity". On February 13, 1945, the Board reviewed this decision and recommended that for the present the Regulations apply to professional personnel other than those having confidential or supervisory duties. Such personnel would have the right to designate bargaining representatives and bargain collectively in the same manner as craft units under Section 5(4) of the Regulations (In re various professional and other organizations).

The Board has included watchmen unless it has been shown that they had confidential or supervisory duties (In re Ottawa Electric Railway Co., et al., April 27, 1944).

The Board has held that the Regulations do not limit the right of temporary employees, of any age group, to participate in collective bargaining (In re Dairy Co-operative Marketing Association, Ltd., et al., August 30, 1944).

In connection with the definition of a trade union, the Board has ruled that where the union concerned has applied for a charter and such a charter has been issued before the hearing of an application for certification by a provincial Board (no objection being raised by the employer at the hearing) appeal could not be allowed on the ground that the trade union had no charter (In re Packard Electric Co., Ltd., et al., October 25, 1944).

The Board, in dealing with several applications for the certification of bargaining representatives for bargaining units composed of marine officers, excluded chief engineers and masters as employed in a confidential or supervisory capacity. The majority of the Board ruled, however, that an agreement including such personnel with other employees was a collective agreement within the meaning of the Regulations, that it could be terminated under the Regulations and that conciliation services pursuant to Sections 11, 12 and 13 would be available to the parties if pending negotiations for renewal of the agreement were unsuccessful. A dissenting minority opinion held that as the chief engineers

and masters were not employees as defined in the Regulations and, as they had "employer" status, they could not negotiate a collective agreement under the Regulations (In re Union Steamships Limited, et al., Nov. 22, 1944).

The majority of the Board certified bargaining representatives for organizations of firebosses, ruling that such employees did not perform supervisory and confidential duties of such a nature as to permit exclusion from the scope of the Regulations. A dissenting opinion held that such employees had "employer" status under the Regulations (In re Various Coal Companies, et al., Western Canada, Feb. 1, 1945; dissenting opinion Feb. 14, 1945).

DECISIONS CONCERNING APPLICATION OF THE REGULATIONS

The Board has ruled that hotel employees of railway companies are, pursuant to Section 3 (1) (a) (ii), within the jurisdiction of the National Board (April 13, 1944).

In connection with Item 8 of Schedule A, the Board has declined jurisdiction over a company manufacturing a relatively unimportant amount of chemicals (In re Merck & Co., Ltd., et al., June 7, 1944).

A majority of the Board ruled that with respect to "naval, military or air stores", as mentioned in Item 12 of Schedule A, a work, undertaking or business must be exclusively and not partially engaged in such production in order that the employees may come within the scope of the Regulations in those provinces which had not brought provincial employees under the Regulations (In re Dominion Oilcloth & Linoleum Co., Ltd., et al., May 10, 1944).

In connection with Item 13 of Schedule A, the Board has declined jurisdiction over transportation employees in the Traffic Department of a company not primarily engaged in transportation (In re Canadian Car & Foundry Co., et al., May 22, 1944).

DECISIONS CONCERNING THE CERTIFICATION OF BARGAINING REPRESENTATIVES AND THE DETERMINATION OF APPROPRIATE UNITS

Sections 5 to 9, inclusive, of the Regulations are concerned with the conditions prerequisite to and surrounding the certification of bargaining representatives. The determination of appropriate bargaining units is incidental to certification and Sections 7 and 25 refer in part to the duties and powers of the Board in defining such units. The Board may refuse to certify if bargaining representatives have been improperly elected or appointed or if the unit is considered inappropriate for collective bargaining. Some of the decisions of the Board on such matters follow:

The Board has always ruled that Section 5(1) requires that bargaining representatives be elected by more than 50 per cent of the employees eligible to vote and not just a majority of the employees voting (In re Hudson Bay Mining & Smelting Co., Ltd., et al., August 15, 1944). Similarly under Section 5(2), the Board has rejected certification where the trade union involved has failed to establish that it has as members a majority of the employees affected (In re Sarnia Elevator Co., Ltd., et al., Dec. 7, 1944).

The Board has ruled that bargaining representatives need not be elected at a meeting of all the employees pursuant to Section 5(1) when the majority of the employees affected are members of a trade union. In such case, subsection 2 of Section 5 governs (In re Packard Electric Co., Ltd., et al., Oct. 25).

The Board has rejected an application made by an employees' organization under Section 5(1) where the vote of the employees to elect bargaining representatives had been by departments rather than plant-wide. A departmental or sectional vote is not regarded as a proper compliance with Section 5(1) (In re Canadian Car & Foundry Co., et al., June 6, 1944).

The Board has required that applications be amended where the application has been filed before the election or appointment of bargaining representatives (In re Union Oil Co. of Canada, Ltd., et al., Feb. 1, 1945).

The Board has allowed employees attending reserve army camps to vote for the election of bargaining representatives (In re Canadian Pacific Railway Co., Canadian National Railways, et al., July 19, 1944).

The Board has ruled that persons, not employees of the employer concerned in the application, may be certified as bargaining representatives (In re Canadian Pacific Air Lines Ltd., et al., May 10, 1944).

The Board has certified bargaining representatives for the employees of various employers represented by an employers' federation (In re Shipping Federation of Canada, Inc., et al., Nov. 22, 1944).

The Board has refused to certify bargaining representatives where no employees were affected at the time the application was considered (In re Victoria & Vancouver Stevedoring Co., Ltd., et al., Nov. 22, 1944).

The Board has not certified the names of bargaining representatives submitted for the purpose of acting as alternates to regular bargaining representatives (In re Lamaque Mining Co., Ltd., et al., July 18, 1944).

In an appeal, the Board ruled that a union might make application for the certification of bargaining representatives, stating that the Regulations treat a union as a legal entity by authorizing it to appoint bargaining representatives to enter into a collective agreement and make it liable for penalties for breach of Regulations. The Board also construed Section 5(2) to mean that both trade union officers *and* other persons could be appointed bargaining representatives. The Board held that a proper election or appointment of bargaining representatives had not taken place where only the union had been named as bargaining agent. The Board ruled that it is doubtful whether a Board has jurisdiction to amend a certificate once issued (In re Ford Motor Co. of Canada, Ltd., Winnipeg, et al., Dec. 6, 1944).

In appeals against the decision of a provincial Board which has directed that a second vote be held where the majority of the employees had not voted for one union, the second vote to have only the name of the applicant union on the ballot, the Board allowed the appeal and set aside the decision to take the second vote (In re Wright-Hargreaves Mines, Ltd., et al., Feb. 28, 1945). The grounds given were that a "run-off" vote could not prove that a majority of the employees affected were members of one trade union because the first vote had established that such was not the fact. In this decision, the Board set forth a procedure which should be followed in dealing with applications for certification of bargaining representatives. The effect of the procedure was that the name of intervening or competing unions would not be placed on the ballot unless the Board was satisfied that a majority of the employees were members of the intervening union as well as of the applicant union. If the applicant organization did not get a majority vote the Board stated that the way would be open for an application by the rival organization. If under this procedure an application were rejected the union concerned should not make a new application until at least six months had elapsed.

In dismissing an appeal, the Board ruled that: "Once the Board is satisfied that the bargaining representatives have been duly elected or appointed and that the unit of employees concerned is appropriate for collective bargaining, the Board must certify bargaining representatives without regard to the bargaining agency by which they have been elected or appointed". (In re Sydney & Louisburg Railway Co., et al., March 27, 1945).

The Board has on various occasions rejected applications for the certification of bargaining representatives for the reason that the bargaining unit in

each case was not appropriate for purposes of collective bargaining. In one case affecting railway ticket sellers employed in Toronto, the Board rejected the proposed bargaining unit, stating that the unit should include similar employees at other points on the railway (*In re Canadian Pacific Railway Company, et al.*, May 22, 1944). In another case, the unit expressed in the application covered the employees of a bus company employed at only four points, the Board stating, in rejecting the application, the bargaining unit should include employees at various other points (*In re Western Canada Greyhound Lines, Ltd., et al.*, March 29, 1944).

On appeal, the Board set aside a certification issued by a provincial Board which had established warehousemen as an appropriate unit separate from office workers and salesmen. The National Board ruled that in this case all these classifications should form one unit, employment conditions being similar (*In re Western Grocers Ltd., Prince Albert, et al.*, Sept. 28, 1944).

In an appeal against a decision of a provincial Board which established a bargaining unit excluding certain truck drivers, the National Board allowed the appeal and made the truck drivers part of the bargaining unit. This decision stated that a Board's power to determine the appropriate unit was not limited by the expressed wishes of either the union or the employer (*In re Star Publishing Co. of Windsor, Ltd., et al.*, March 27, 1945).

Craft groups have been voted separately on many occasions in order to ascertain if such groups desire separate bargaining representation, pursuant to Section 5(4) of the Regulations, or desire to be included in a general bargaining unit. The Board, on appeal, has ordered a new vote and restricted voting to craft groups (*In re McCaskey Systems Ltd., et al.*, Dec. 7, 1944). Similarly, since its decision as above mentioned regarding the application of P.C. 1003 to professional personnel, the Board has voted professional engineers separately (*In re Calgary Power Co., Ltd., et al.*, Feb. 28, 1945). The Board has segregated all engineers' assistants who are professional engineers in a case where such personnel voted against inclusion in a general unit (*In re Bell Telephone Co. of Canada, et al.*, Feb. 1, 1945).

The Board dismissed an appeal against the decision of a provincial Board which directed that votes be taken without providing that employees on leave in the Armed Services be given an opportunity to vote. The Board ruled that employees absent on military service should not be included in the bargaining unit (*In re Dome Mines, Limited, et al.*, Nov. 9, 1944).

The Board has refused to certify representatives for a bargaining unit composed entirely of guards and constables (*In re National Harbours Board, Montreal, et al.*, Nov. 9, 1944).

Where an application has been made covering additional classifications omitted in error from a previous application for which a certificate was issued, the Board has recalled the first certificate and issued a certificate containing the additional classifications (*In re Dominion Bridge Co., Ltd., et al.*, March 27, 1945).

The Board has declined to include within the specified bargaining unit the employees of a contractor doing construction work for the employer affected by the application (*In re Beattie Mines (Quebec) Ltd., et al.*, June 21, 1944).

During the year, the Board's power to determine the appropriate bargaining unit was challenged in one instance in the Courts. The Board had excluded from the bargaining unit certain captains, assistant captains and office staff employed by a ferry company. The excluded employees sought to restrain by injunction proceedings the Board from taking a vote of the personnel included in the bargaining unit. The injunction was dismissed and the Board's power to determine the bargaining unit was upheld by the Superior Court of Quebec. At the close of the year the decision of the Court was being appealed (*In re Levis Ferry Limited, et al.*, July 5, 1944).

DECISIONS AFFECTING NEGOTIATION OF COLLECTIVE AGREEMENTS

The Board has ruled, regarding the word "may" in subsection 3 of Section 4 of the Regulations, that the subsection must be read in conjunction with Section 10 which "requires" entrance into negotiations (April 11, 1944).

The Board has stated, in a case where the employer insisted upon a full attendance of bargaining representatives at negotiations and that negotiations be suspended pending the appointment of replacements for those unable to act, that it was of the opinion that the employer should enter into negotiations pending the appointment of additional representatives. The Board was of the opinion that the employer was wrong in insisting that the ten days' notice specified in Section 10(1) await the appointment of replacements (August 30, 1944).

In a case where it was desired that the agreement be signed by particular persons, the Board ruled that it considers itself to have no jurisdiction with respect to the manner in which a collective agreement is signed or the particular persons signing an agreement (In re Canadian Pacific Railway Company, et al., March 27, 1945).

In a judgment dismissing an appeal, the majority of the Board ruled that the supplementary agreements concerned in the case did not constitute a re-negotiation of the master agreement and that, therefore, new bargaining representatives could be appointed as more than ten months of the term of the master agreement had elapsed (Port Arthur Shipbuilding Co., Ltd., et al., Oct. 25, 1944).

DECISIONS CONCERNING INTERVENTION FOR CONCILIATION SERVICES
AND THE DURATION AND RENEWAL OF AGREEMENTS

The Board allowed an appeal against a decision of a provincial Board which, before the amendment of Section 16, had permitted intervention pursuant to Section 11 where the union having the agreement had not been certified. The judgment pointed out that Sections 15 and 16 having been amended to permit such action, the provincial Board might again intervene and refer the matter to the Minister. In this case the Board concurred with the provincial Board that the automatic renewal clause involved was inconsistent with the Regulations and could not operate as a bar to intervention (Motor Products Corp., et al., Sept. 2, 1944).

In an appeal the Board said, with respect to an interpretation of Sections 15 and 16, that: "the Board interprets renewal in Section 15 of the Regulations as meaning renewal with or without amendment. In negotiations for renewal of a collective agreement the terms thereof are subject to change when renewal with amendment is requested in the same way as when notice of termination has been given. The negotiations for renewal do not interfere with the right to terminate". In this case, the Board upheld the decision of a provincial Board which had referred the matter to the Minister of Labour for conciliation services pursuant to Section 11 (In re Motor Products Corp., et al., Jan. 30, 1945). A majority of the Board reaffirmed this decision in three appeals which involved similar automatic renewal clauses. The Board stated that its earlier decision did not mean that if either party seeks amendment of an agreement such action was equivalent to bringing about the expiry date of the agreement. The Board found that the automatic renewal clauses in question each had an expiry date, i.e., the expiry date of negotiations for amendment and automatic renewal, even though such a date was contingent upon previous notice to terminate the agreement. It was stated that it would not be consistent with the purpose of the Regulations if it were held that the agreements had no expiry dates and that they must continue until terminated by notice without right to conciliation in negotiations for renewal (In re Canadian Bridge Co., Ltd., et al., March 27, 1945).

The majority of the Board dismissed three other appeals against the decisions of a provincial Board which had refused to intervene under Section 11 and refer the matters to the Minister for conciliation services. Two members of the Board held that, as the agreements were for the duration of the war, negotiations for renewal were premature. Four members held that the requirements of Section 16(1) of the amended Regulations had not been met, i.e., the appellant had not terminated the agreement so that an expiry date might be established which would allow negotiations for the renewal of the agreement (In re General Motors of Canada, Ltd., et al., March 27, 1945).

The Board has ruled that where agreements have been automatically renewed, the ten-month period specified in Section 9 shall date from the date of the automatic renewal (In re Aluminum Company of Canada, Ltd., et al., June 23, 1944).

DECISIONS CONCERNING PROCEDURES FOR THE FINAL SETTLEMENT OF DISPUTES

The Board has allowed an appeal against a decision of a provincial Board which, in establishing a procedure for the final settlement of disputes, had specified that the procedure would apply to "disputes concerning a grievance arising *under* the collective agreement". The Board ruled that the jurisdiction of the provincial Board was limited by Section 18 to establishing a procedure for the final settlement of differences "concerning the interpretation or violation of the collective agreement". (In re Dominion Forge & Stamping Co., Ltd., et al., Sept. 28, 1944). The Board reaffirmed its decision in this case on subsequent occasions during the year.

DECISIONS CONCERNING UNFAIR LABOUR PRACTICES

In reply to a request for a ruling regarding the effect of Section 19, concerning unfair labour practices, the Board declared: "The present Board is disposed to give consent for prosecution in a case where there is sufficient evidence to indicate that an unfair practice may have been committed by reason of an employer paying travelling or other expenses of an employee or a representative of a trade union, or an employees' organization, incurred in attending meetings or conferences for the purpose of collective bargaining". (In re Bell Telephone Company of Canada, et al., July 5, 1944).

In an appeal against the decision of a provincial Board ordering a second vote where the employer had spoken words to the employees prior to the vote which the provincial Board decided had exerted pressure on the employees to abstain from exercising their lawful rights, the majority of the National Board were of the opinion that the address of the employer was not in violation of Section 19 (2) (c) of the Regulations since he was not seeking to *compel* the employees to vote against the trade unions concerned. A dissenting minority opinion held that the words of the employer were a veiled threat and were uttered for the purpose of compelling the employees to vote against the trade unions (In re National Paper Goods, Limited, et al., March 13, 1945).

In an appeal launched by a trade union in which it was alleged that an employees' association was dominated by the employer, the majority of the Board allowed the appeal and set aside the certification. It was put forward by the appellant that the Constitution of the employees' association provided for the election of directors by the employer and for an examination of the books of the association by the employer's auditor. In addition, the president of the association, in a public statement on the property of the employer, had said that dismissals and discrimination would result if the trade union were to become the bargaining agents. The Chairman of the Board, while not dissenting from the majority opinion as to the result, expressed the view that the evidence

supported a finding that the association was not dominated by the employer though the unusual provisions in the Constitution of the association inclined one toward that view. The Chairman was also of the opinion that the threats of the president of the association were far from sufficient to establish domination but that in future the employer would be well advised to immediately disavow similar threats made on company property (In re National Fish Co., Ltd., et al., Jan. 30, 1945).

OTHER DECISIONS CONCERNING THE REGULATIONS

In an appeal, the Board set aside a certification of a provincial Board and ordered a vote where one of the interested parties had not been given an opportunity to present evidence and make representations, pursuant to subsection 7 of Section 24 (In re Vivian Diesels and Munitions, Ltd., et al., Aug. 31, 1944).

A majority of the Board granted leave to appeal and stayed a vote ordered by a provincial Board for the reason that the agreement between the Dominion and provincial authorities permitted appeals against "any decision or order of the provincial Board..." This wording, it was ruled, did not apply only to decisions of a final nature but permitted interlocutory appeals (In re Port Arthur Shipbuilding Co., Ltd., et al., Sept. 28, 1944).

The Board has decided that when certification has been granted by a provincial Board in jurisdictional error, the applicant should file a new application with the National Board, which application would be investigated and considered by the Board in accordance with the usual procedure (In re Canadian Collieries (Dunsmuir) Ltd., et al., Aug. 16, 1944).

The Board has decided that an appeal from a provincial Board shall be decided according to the evidence placed before the provincial Board and that new evidence shall not be admitted except upon proper application and in a proper case (August 16, 1944).

The Board has refused to hear representations of parties desiring to submit evidence when such parties were not directly interested in a hearing before the Board (In re Crow's Nest Pass Coal Co., et al., Oct. 10, 1944).

STATISTICS OF THE NATIONAL AND PROVINCIAL WARTIME LABOUR RELATIONS BOARDS

During the fiscal year 1944-45, the National Board dealt with a total of 243 applications for certification of bargaining representatives and 133 certificates were issued by the Board. A total of 28 applications were rejected by the Board and 31 were withdrawn by the applicants, while 23 were referred to provincial Boards for consideration. Thirty-eight representation votes were taken on the order of the Board during the fiscal period.

Appeals and applications for leave to appeal to the number of 51 were dealt with by the National Board during the fiscal year; 14 appeals were granted, 28 denied, 4 appeals were withdrawn by appellants and application for leave to appeal was denied in 2 cases. At the end of the fiscal year, the Board's decision on 3 appeals was pending.

During the fiscal year the various provincial Wartime Labour Relations Boards dealt with a total of 2,035 applications for certification and 1,334 certificates were issued by these Boards. Applications rejected numbered 110; withdrawn, 49; and 178 applications were under investigation at the close of the fiscal year, while the decision of the Boards was pending in 41 cases. A total of 107 representation votes had been ordered by the provincial Boards during the fiscal year and 74 of these votes had been taken at the close of the period.

STATISTICAL SUMMARY OF APPLICATIONS FOR CERTIFICATION AND OTHER CASES DEALT WITH BY THE VARIOUS PROVINCIAL
WARTIME LABOUR RELATIONS BOARDS FOR FISCAL YEAR 1944-45

Province	Number of Applica- tions Dealt with	Certi- fications Granted by Board	Applica- tions Rejected	Applica- tions With- drawn	Applica- tions Held in Abeyance	Applica- tions being Investi- gated	Applica- tions on which Decisions of Board Pending	Representation Votes		Appeals to National Board	Investi- gations by a Concil- iation Officer	Concil- iation Boards Estab- lished	Total Cases Dealt with
								Ordered	Taken				
Nova Scotia.....	66	32	1	2	.....	17	.....	1	1	1	1	2	72
New Brunswick.....	40	32	4	2	.....	1	.....	6	6	.....	.....	1	42
Quebec.....	39	33	4	.....	.....	2	4	5	5	3	6	16	58
Ontario.....	425	312	13	13	4	67	3	91	58	38	137	94	572
Manitoba.....	191	145	8	.....	.....	14	24	.....	.....	3	.....	3	219
Saskatchewan.....	95	70	9	4	.....	.....	10	2	2	4	9	7	112
British Columbia.....	1179 ¹	710 ¹	71	28	.....	77	.....	2	2	2	50	19	1320
Totals.....	2035	1334	110	49	4	178	41	107	74	51	203	142	2395

¹ Includes 124 recertifications.

STATISTICAL SUMMARY OF APPLICATIONS FOR CERTIFICATION DEALT WITH BY
THE WARTIME LABOUR RELATIONS BOARD (NATIONAL)
FOR FISCAL YEAR 1944-45

Number of Applications Received	Certifications Granted by Board	Applications Referred to Provincial Boards	Applications Rejected	Applications Withdrawn	Applications Dropped	Applications being Investigated at End of Period	Applications on which Decision of Board Pending at End of Period
243 ¹	133	23	28	31	4	16	8

¹ Includes 19 applications received prior to March 31, 1944.

APPEALS AND APPLICATIONS FOR LEAVE TO APPEAL DEALT WITH BY WARTIME
LABOUR RELATIONS BOARD (NATIONAL) DURING FISCAL YEAR 1944-45

Total Applications for Leave to Appeal and Appeals Received	Appeals Granted	Appeals Denied	Applications for Leave to Appeal Denied	Appeals Withdrawn by Appellants	Decision on Appeals Pending at End of Period
51	14	28	2	4	3

VI.—INDUSTRIAL PRODUCTION CO-OPERATION BOARD

Established by Order in Council P.C. 162, January 18, 1944, to promote the formation of labour-management production committees, the Industrial Production Co-operation Board expanded its field force and opened up several branch offices at important industrial centres during the fiscal year ending March 31, 1945. Through the activities of its field representatives and the distribution of promotional material in the form of monthly bulletins, booklets, broadcasts and films, the number of committees of which the Board has a record increased from 200 to 315 during the year. Distribution of these committees by industries and number of employees covered is shown in Table I.

TABLE 1.—LABOUR MANAGEMENT PRODUCTION COMMITTEES IN OPERATION,
MARCH 31, 1945

Industry	Number of Labour Management Production Committees	Number of Workers Covered by Committees
Aircraft.....	25	77,590
Chemicals.....	15	5,540
Coal.....	54	15,275
Electrical and Radio Equipment.....	20	25,160
Iron and Steel Products.....	57	32,120
Leather and Shoes.....	11	2,275
Non-Ferrous Metals and Products.....	16	17,425
Ordnance.....	13	41,645
Packing.....	6	3,285
Ship Building and Repair.....	27	40,290
Textiles and Clothing.....	23	6,550
Wood, Wood Products and Paper.....	23	9,900
Miscellaneous.....	25	9,880
Totals.....	315	286,935

Evaluation by management representatives of the role played by labour-management production committees in a wide variety of industries shows that, when properly organized and directed, this form of joint consultation has lowered costs, increased output and above all brought about greater confidence and understanding between labour and management. In a joint statement by the Minister of Labour and the Minister of Munitions and Supply and Reconstruction, November 8, 1944, the Government announced its intention of continuing to encourage the formation of labour-management production committees in the post-war period. The statement was in part, as follows:

Since maximum production and harmonious relations between labour and management will be essential to the successful solution of the problems which we shall have to face, we hope that these Joint Production Committees will continue to function in the reconstruction and post-war periods. Where no committees have as yet been set up, we hope that advantage will be taken of every opportunity to do so. Government, labour and management will look to these committees for advice on many problems.

The membership of the Board remained unchanged during the year with H. Carl Goldenberg, Director-General of the Economics and Statistics Branch, Department of Munitions and Supply, and Labour Adviser, Department of Reconstruction, as Chairman. Associated with him were: M. M. Maclean,

Director of Industrial Relations, Department of Labour, and Chief Executive Officer, Wartime Labour Relations Board (National); H. J. Carmichael, Co-ordinator of Production and Chairman of the Production Board, Department of Munitions and Supply, and Director-General of Industrial Reconversion, Department of Reconstruction; and Paul Goulet, Associate Director of National Selective Service, Department of Labour.

The Advisory Committee, composed of representatives of trade union groups, employers and officials of the Department of Labour, continued to function throughout the year. The Trades and Labor Congress of Canada, the Canadian Congress of Labour and the Canadian and Catholic Confederation of Labour were each represented on the Advisory Committee. Employers were represented by an official of the Canadian Manufacturers' Association and by the Manager of the Canadian Construction Association.

VII.—FAIR WAGES POLICY

The Fair Wages Policy of the Dominion Government was originally adopted as a Resolution of the House of Commons in 1900 and was later expressed in an Order in Council of June 7, 1922, which was subsequently amended by an Order in Council of April 9, 1924. The Fair Wage Order in Council contains certain conditions marked "A" which are applicable to contracts for building and construction work, and certain other conditions marked "B" which apply in the case of contracts for the manufacture of various classes of Government supplies and equipment.

Respecting contracts for building and construction work, the "A" conditions of the 1924 Order in Council were superseded, in so far as wages and hours were concerned, by a statute entitled the "Fair Wages and Eight Hour Day Act, 1930". This Act was, in turn, superseded by the "Fair Wages and Hours of Labour Act, 1935", which is still in effect. The clause relating to wages and hours is in the terms following:

All persons in the employ of the contractor, sub-contractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages. The working hours of persons while so employed shall not exceed eight hours per day or forty-four hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister.

Fair wages are defined in the Act as "such wages as are generally accepted as current for competent workmen in the district in which the work is being performed for the character or class of work in which such workmen are respectively engaged; but shall in all cases be such wages as are fair and reasonable".

This Act applies not only to contracts made with the Government of Canada for the construction, remodelling, repair or demolition of any work, but also to workmen employed on works of this nature by the Government direct who are excluded from the provisions of the Civil Service Act. It applies also to such works as are assisted by Government aid in the form of contribution, subsidy, loan, advance or guarantee.

On December 31, 1934, an Order in Council was passed rescinding the "B" conditions of the Fair Wages Order in Council previously in effect and substituting other conditions therefor. In addition to the original provision requiring the payment of wage rates not less than those generally accepted as current for competent workmen in the district in which the work was to be performed, the 1934 Order in Council stipulated minimum rates of 30 cents per hour for male workers 18 years of age and over and 20 cents per hour for female workers 18 years of age and over. Order in Council P.C. 3884 of May 30, 1941, raised the minimum rates to 35 cents per hour for males and 25 cents per hour for females, 18 years of age and over, and Order in Council P.C. 7679, October 4, 1941, made these conditions applicable to all employees in an establishment of any contractor, regardless of whether such employees were actually engaged in the execution of the contract, engaged in the manufacture of supplies and equipment for the Government.

By Order in Council P.C. 6801, November 23, 1940, Regulations under the Fair Wages and Hours of Labour Act, 1935, were made and the Deputy Minister of Labour was made responsible for the investigation of claims for the

payment of wages specified in fair wages schedules, and a procedure was established for the settlement of such claims.

With the passing of the first Wage Control Order, P.C. 8253, October 24, 1941, and the creation of the National War Labour Board, the administration of the Government's Fair Wage Policy was transferred to that Board and remained there until the revised Wage Control Order, 1943, P.C. 9384, re-transferred it to the Department of Labour. The Western Labour Board, which was established in May, 1943, to deal with wage rates on Western defence projects, and which was made responsible for the administration of the Fair Wages and Hours of Labour Act, 1935, in Alberta, British Columbia, the Yukon and Northwest Territories, in so far as the Act pertained to Western defence projects, continued this administration during the year under review.

The responsibility for concurrence in the recommendations for the establishment of prevailing rates of pay for prevailing rates employees of the Government was also transferred to the Department of Labour. Mention was made in the Annual Report for the fiscal year ended March 31, 1944, of a survey being conducted by the Department to determine the effect of the cost of living bonus provision of Order in Council P.C. 6702 (which provides for a cost of living bonus for Government employees) upon the wage rates actually received by prevailing rates employees. As a result of the recommendations made by the Department of Labour, following this survey, all employees of the Government engaged for service at hourly prevailing rates of wages were, by Order in Council P.C. 3374, June 10, 1944, excluded from the provisions of Order in Council P.C. 6702 and a procedure was established for the creation of new consolidated wage rates (basic wages plus cost of living bonus) based upon actual rates prevailing in the various localities. Since the passing of Order in Council P.C. 3374, the Department of Labour has concluded the revision of the wage rates of all hourly rated prevailing rates employees.

Departments of the Government contemplating the calling of tenders for construction projects furnish the Department of Labour with particulars as to the nature of the work, the locality, the approximate cost and the classifications likely to be employed. The Department of Labour, thereupon, furnishes the Department concerned with a fair wage schedule showing the minimum wage rates to be paid for each classification, together with the standard conditions as specified in the "A" conditions. The schedule and conditions are included in the specifications and form part of the contract. Departments awarding contracts for the supply and manufacture of supplies and equipment include in the contract the standard "B" conditions and the minimum wage requirements of Order in Council P.C. 7679.

During the fiscal year ending March 31, 1945, the Department of Labour issued 663 fair wage schedules and the Western Labour Board 183, making a grand total of 846. During the same period, the sum of \$14,020.47 was collected from employers who had failed to pay the wages prescribed in fair wage schedules, or the minimum rates specified in Order in Council P.C. 7679, and adjustments were made in respect of 223 workers.

VIII.—TRAINING ACTIVITIES

CANADIAN VOCATIONAL TRAINING

During the fiscal year 1944-45 the Training Branch was responsible for carrying out all forms of training given under the authority of the Vocational Training Co-ordination Act, 1942. The definition of Vocational Training in this Act is very broad and includes instruction in the primary industries as well as in the secondary industries and commercial establishments.

Under the Act the Minister is authorized, subject to the approval of the Governor General in Council, to enter into an agreement with any province to provide any form of vocational training specified in the Act. All training given during the year was carried out in co-operation with the Provincial Governments, utilizing so far as possible existing training facilities, including the use of shops in the regular provincial or municipal vocational schools. All possible co-operation was extended by Provincial Governments and by municipal school boards. As in previous years, the Training Program was afforded the use of the vocational shops and equipment free of any charge for rent or depreciation.

The name of the Training Program was changed to "Canadian Vocational Training" on the authority of Order in Council P.C. 1976 of March 21, 1944. This was done in order to call attention to the co-operative and national aspect of the program, and to emphasize its long-range post-war aspect rather than its war emergency nature.

Canadian Vocational Training has included the following main branches of activities:

1. continuation of the Youth Training Agreement and assistance to students;
2. the training of apprentices;
3. the training of workers for war industries and tradesmen for the Armed Forces;
4. the rehabilitation vocational training of men and women discharged from the Armed Forces.

A summary of the gross enrolments in the various types of projects carried on during the fiscal year, and the approximate expenditures incurred by the Dominion Government in their operation, are given below.

GROSS ENROLMENT

Youth Training	7,122
Assistance to Students	2,276
Tradesmen for the Armed Forces—	
R.C.A.F.	5,409
Army	9,860
Navy	2,176
Rehabilitation Training of Discharged Personnel	6,790
Industrial Classes—	
Full-time Classes	4,053
Part-time Classes	5,011
Full-time Plant Schools	9,244
Foremen and Supervisors	30,192
Total	82,133

DOMINION EXPENDITURES INCURRED (APPROXIMATE)

Youth Training	\$ 95,000
Student Aid and Assistance to Universities	268,000
R.C.A.F. Tradesmen (Schedule G)	265,000
Industrial, Army and Navy Tradesmen (Schedule K)	1,675,000
Rehabilitation of Discharged Persons (Schedule L)	925,000
Apprenticeship	10,000
Head Office Administration	34,000
Total	<u>\$ 3,272,000</u>

The Vocational Training Co-ordination Act is administered under a Director of Training with the assistance of an Assistant Director, a Superintendent of Rehabilitation Training, a Procurement Officer, and a Chief of Supervisory Training. The administration of the program is decentralized, with a Regional Director in each province. Within the scope of the general policy laid down by the Department of Labour, each Regional Director has the authority to make adaptations to the types and methods of training needed to suit the situation in his own province. The Regional Directors, for the most part, are regular officials of the Departments of Education of the various provinces. They appoint the instructional staff required in the training centres in the province, and, subject to the approval of the Director of Training, appoint field representatives who act in a supervisory capacity and maintain the necessary contacts with industry with respect to training opportunities.

To advise the Minister, the Vocational Training Co-ordination Act provided for the establishment of an Advisory Council. This Council consists of a chairman and sixteen members appointed for a period of three years, and the term of office of one-third of the membership expires each year. The Council represents employers, workers, veterans, technical education and other interests. Two meetings of the Council were held during the year, in October and March, and were attended by all Regional Directors.

Considerable thought was given by the Training Branch and Advisory Council to post-war training projects. As a result, two Orders in Council were passed in March 1945. The first of these, Order in Council P.C. 1648, provided for Dominion financial assistance to the provinces for vocational training on the secondary school level. It authorized an agreement covering a ten-year period with a Dominion appropriation of \$2,000,000 per annum. A small amount of this will be given as an outright grant (\$5,000 to Prince Edward Island and \$10,000 to each of the other provinces) while the balance will be allotted among the provinces according to the number of young persons 15 to 19 years of age in each province, as shown in the last census. The province will match the Dominion contribution each year. The Order in Council listed the various items for which this Dominion annual allotment could be used. The Order in Council also provided a Dominion Allotment of \$10,000,000 to be matched by a provincial contribution and to be used for capital expenditures for buildings and equipment, provided all such expenditures were made in the three-year period ending March 31, 1948, and provided further that the rehabilitation training of industrial workers or veterans would have priority in the use of all facilities furnished by this fund. Negotiations were commenced with the provinces to obtain their views about their entrance into this type of agreement.

The second Order in Council, P.C. 1388, provided for Dominion assistance in the training of industrial workers released from gainful employment and referred for such training by the Unemployment Insurance Commission. Referrals for training are not restricted to persons in receipt of Unemployment

Insurance Benefit nor to those released from war industries. Persons eligible and referred for training will receive training regardless of the place of residence of the trainee. The distribution of costs as between the Dominion and the province, under agreement, is as follows:

1. the Dominion to assume the sole cost of payment of training allowances to men and women while undergoing vocational training;
2. costs of capital equipment to be shared equally;
3. all other approved costs to be shared on the basis of the Dominion paying 60 per cent and the province 40 per cent.

Full details of Canadian Vocational Training are given in the annual report of the Director of Training which is published by the Department of Labour. The following is a summary of the activities under the different main headings:

I—YOUTH TRAINING

The appropriation for the fiscal year was \$400,000 and agreements were in operation with all provinces, with the costs shared equally between the Dominion and the province. As in previous years, those eligible for training were young men and women between the ages of 16 and 35. For the most part, the projects carried on were of an agricultural nature and included the following: rural homecraft and handicraft classes for women, general agricultural courses, specialized agricultural courses, such as, farm mechanics, farm implement repair, egg grading, poultry raising, etc.

One of the main activities in Youth Training was the provision of assistance to students, which was in effect in all provinces. The same rules of eligibility with regard to academic standing and financial need were maintained as in previous years. Assistance was given as a grant or a loan or a combination of both, at the discretion of the province. In some provinces nurses and teachers were included in the schedules but the majority of the students were in the faculties of medicine, dentistry, engineering and science.

To supplement these joint Dominion-Provincial schedules under Youth Training, a special fund furnished solely by the Dominion was made available to assist students who were non-residents of the province, and a further amount also supplied solely by the Dominion was paid to the universities as a grant to assist them in meeting the additional costs of accelerating the courses in medicine and dentistry. These special grants to the universities amounted to approximately \$62,600 for the year. The approximate expenditures from the Special Dominion Student Aid Fund for the year amounted to \$18,000, while the expenditures under the joint Student Aid Schedule amounted to approximately \$375,000, shared equally between the Dominion and the province.

II—APPRENTICE TRAINING

To implement the terms of Order in Council P.C. 8993, apprentice agreements were signed during the year with all provinces except Prince Edward Island and Quebec, and a Dominion appropriation of \$250,000 was made for this purpose. Dominion funds were available to assist in the training of apprentices registered under the Provincial Act, either in part-time classes, full-time classes or correspondence courses. The costs were shared equally with the province, and included, among other items, salaries of instructors, materials and supplies, and training allowances to apprentices in full-time classes.

Class training was given apprentices in the Provinces of Nova Scotia, Ontario and British Columbia and preliminary organization was undertaken in the case of those other provinces which had passed apprenticeship acts.

III—WAR EMERGENCY TRAINING

1. *Industrial Training.*—There was a very sharp decrease during the year in the full-time and part-time classes that have been conducted for the past five years to train workers for war industries. The facilities of the plan were also extended by a special Order in Council to include industries engaged in essential civilian production. The costs of all training under the War Emergency Training Agreement were paid by the Dominion Government, except special local administrative costs and half the cost of capital equipment, which were borne by the Provincial Governments.

During the year special classes were held to train stenographers for war departments of the Dominion Civil Service, also classes to train men and women as egg graders and for work in dairies and creameries to meet an acute shortage in these occupations. Enrolment in part-time classes for the up-grading of persons already employed in industry showed a very marked decrease during the year.

The number of plant schools in operation also decreased very sharply and on March 31, 1945, only twelve were in operation. Most of these were in the textile industry and in coal mines. On the other hand, the enrolment in the intensive courses for supervisors and foremen showed an increase of 10 per cent over the previous year, and reflected a much greater interest and co-operation in this form of training on the part of many employers throughout the country. Many departments of the Dominion Government participated in this type of training, and reports from all sources, both in industry and in the Dominion Government, have indicated beneficial results in reducing the amount of time needed to train new workers and in increasing production.

2. *Tradesmen for the Armed Forces.*—As the demand of the Air Force for additional tradesmen ceased, practically no new enrolments were made during the year in this type of training, and the classes ceased entirely toward the end of the summer of 1944. The requirements of the Army were also substantially reduced and the major part of the training given was for young soldiers in the Canadian Technical Training Corps. The classes for the Navy continued with a slight decrease in enrolment and were mainly confined to engine-room artificers, motor fitters, cooks and writers.

3. *Rehabilitation Training.*—The enrolment of discharged members of the forces for vocational training showed a very substantial increase during the year, but only a small fraction ($4\frac{1}{2}$ per cent) of persons discharged applied for vocational training up to March 31, 1945.

Close liaison was maintained by Canadian Vocational Training with the Educational and Personnel Counselling Offices of the three services, with the Employment Service Offices and with the Head Office and District Boards of the Department of Veterans Affairs, so that information mutually helpful could be freely exchanged.

Additional buildings for training purposes were obtained from the Army and Air Force during the year as these became surplus to requirements, and negotiations for acquiring other buildings are still under way. The year produced a disappointingly small amount of equipment made available for training purposes through War Assets Corporation. This is one of the most urgent needs of the whole training program, if the requirements of veterans for training are to be met promptly and adequately. Use is being made not only of special training centres operated solely by Canadian Vocational Training in co-operation with the Provincial Governments, but also of private trade and commercial schools and the shops of the regular provincial and municipal schools where suitable accommodation in such is available. At the request of the Department

of National Defence, academic classes in matriculation work were started to meet the needs of veterans who lacked full requirements to enter a university or certain occupations. The first of these was opened in November 1944, and by the end of March 1945, this kind of training was in effect in all provinces except Quebec.

As many veterans desire to enter occupations for which no suitable training can be given in a pre-employment school, much of the training has had to be given on the job in commercial and industrial establishments. To be effective, this type of training requires fairly close supervision, and to provide such supervision the staff of field representatives was substantially increased during the year.

The Department issued a booklet entitled "Vocational Training for Ex-service Personnel". Several thousand copies of this booklet were distributed to members of the Navy, Army and Air Force, the Department of Veterans Affairs, officers of the Employment Service and other interested groups.

As many veterans desire to enter trades designated under the Provincial Apprenticeship Acts and as the entrance requirements to these trades are governed by provincial legislation, negotiations were carried on throughout the year to arrange for the granting of adequate credits to such veterans for any trade experience they may have acquired, either prior to or during their period of enlistment. Fullest co-operation was extended in this respect by the Apprenticeship Boards, employers and trade unions concerned. Standards of attainment for each year of apprenticeship in each designated trade are being set up and veterans will be tested in the light of these standards, so that they will enter an apprenticeship at a point which is commensurate with their technical and practical skill.

TECHNICAL EDUCATION ACT

At the beginning of the fiscal year there was available to the Province of Manitoba the sum of \$143,221.39. During the fiscal year, Manitoba received \$25,061.71 in accordance with the provisions of the Act as extended, leaving a balance of \$118,159.68.

In order to enable the Province of Manitoba to use the balance of its original allotment, the Act was extended on March 31, 1944, to March 31, 1949.

TRAINING IN PERSONNEL ADMINISTRATION

The constant need for more workers to meet the rapid increase in war production requirements, in face of a constantly shrinking supply of manpower, demanded maximum utilization of all available persons. This situation, coupled with a major increase in the size of many formerly small companies, created a need for experienced personnel officers which was far beyond the total number engaged in this field prior to the war.

The Department of Labour, in co-operation with seven universities, undertook to assist industry in the training of such personnel officers as industry selected by sponsoring short, practical courses in personnel administration in a number of cities early in 1942.

During that year ten four-week courses were given with a registration of over 500 men and women, practically all of whom were from war or essential industries.

The need for additional courses continued into 1943, when nine day or evening courses were conducted by six universities, with a total registration of 487.

By 1944, it was found that the need for such courses had been met in several areas, and only four universities sponsored courses with a total registration of 230. In the autumn of that year consideration was given to the need for a continuance of these courses, and it was decided that the requirements of most war and essential industries had been met and that no further courses would be sponsored under this program after January 1, 1945.

The following universities have sponsored two or more courses:

The University of British Columbia, Vancouver;
Dalhousie University, Halifax;
The University of Manitoba, Winnipeg;
McGill University, Montreal;
McMaster University, Hamilton;
Queen's University, Kingston;
The University of Toronto, Toronto.

IX.—THE UNEMPLOYMENT INSURANCE COMMISSION—THE EMPLOYMENT SERVICE AND UNEMPLOYMENT INSURANCE BRANCH

With the introduction of manpower controls, it became obvious that the Regulations tied in so closely with the work of the National Employment Service that the Department was faced with the alternatives of duplicating offices inaugurated under the Unemployment Insurance Commission or of utilizing those offices for the administration of the Regulations.

Accordingly, "for the efficient administration of the said National Selective Service Regulations, 1942, and more particularly, to avoid duplication of services", by Order in Council P.C. 7994 of September 4, 1942, with the approval of the Unemployment Insurance Commission, control of the officers and other staff of the Unemployment Insurance Commission was placed at the disposal of the Minister of Labour for the duration of the war or until such earlier date as may be fixed by Order in Council, that is to say, the Minister of Labour was empowered to utilize for administrative purposes the field organization of the Unemployment Insurance Commission to carry into effect National Selective Service Civilian Regulations.

By Order in Council P.C. 8999, November 29, 1944, which amended Order in Council P.C. 7994, the Minister of Labour was authorized to utilize the personnel and premises of the Unemployment Insurance Commission for the administration of "necessary measures undertaken by the Department of Labour for re-establishment in employment of war veterans and civilian war workers".

The regional and local offices of the Unemployment Insurance Commission, thus transferred temporarily to the Department, are known as the Employment Service and Unemployment Insurance Branch.

The duties of this Branch, directed from Head Office at Ottawa, are carried on through Regional Offices located at Moncton, Montreal, Toronto, Winnipeg and Vancouver, District Insurance Offices located at North Bay, London, Saskatoon and Edmonton, and through local offices in about 200 towns and cities.

General supervision of insurance matters, arising under the Unemployment Insurance Act, remains with the Unemployment Insurance Commission.

The Unemployment Insurance Commission has published a report on all activities of the Commission during the fiscal year. This report also serves as the annual report of the Employment Service and Unemployment Insurance Branch.

X.—RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

In the early stages of the war, the Dominion Government and the Departments most immediately concerned began to formulate plans and to set up machinery to deal with the general problem of post-war reconstruction and the many special phases of the work associated with the demobilization, rehabilitation and re-establishment of members of the Armed Services. While several departments have very important functions in this field, in the present chapter only the responsibilities of the Department of Labour will be described.

The chief responsibilities of the Department of Labour in aiding discharged persons to obtain employment are:

1. To administer the Reinstatement in Civil Employment Act;
2. To provide special facilities within the National Employment Service for the placement of ex-service personnel;
3. To provide vocational training for ex-service personnel to enable them to obtain special skills before seeking employment.

The Department has installed new machinery to facilitate its share of the Government's rehabilitation program. To operate this machinery, and to ensure that the job of rehabilitation is carried out by personnel who understand the problem, war veterans have been appointed to augment the staffs of the Department of Labour and the Employment Service and Unemployment Insurance Branch. These appointments include executive personnel, placement supervisors, counsellors and training officers, both ex-service men and ex-service women.

A special officer, an assistant to the Deputy Minister of Labour, assists in the co-ordination of the various functions of the Department in relation to veterans affairs. This officer also acts as liaison officer with other departments dealing with ex-service personnel.

Reinstatement Administration.—Reinstatement officers have been appointed to the Employment Service and Unemployment Insurance Branch to administer the Reinstatement in Civil Employment Act and the Reinstatement Regulations. A Chief Enforcement Officer presides at headquarters in Ottawa, with representatives in Regional and Local Employment Offices. It is the task of the Reinstatement Officer to advise on reinstatement, investigate difficulties on behalf of employers and ex-service personnel, and enforce the Act and Regulations.

From the Department's experience in enforcement of the Act it is evident that employers are anxious to fulfil their obligations. There has been no instance as yet where it has been necessary to consider legal action against an employer and, in fact, most employers have seemed anxious to go beyond the letter of the law in assisting their returning veterans.

Employment Service.—The National Employment Service has been expanded to provide facilities for the ex-service man's rehabilitation.

A Veterans Placement Division has been set up within the Employment Service. This new Division is charged with the responsibility of placing all ex-service personnel registered for employment. There is a Supervisor of Veterans Placement at Head Office in Ottawa with Regional Supervisors in the Maritimes, Quebec, Ontario, the Prairies and British Columbia.

In the Local Offices of the Employment Service, Armed Forces Registration Units have been established to extend special consideration to discharged members of the Forces. These Units are responsible for registration for employment, and for seeing that ex-service personnel are referred to suitable employment.

The Special Placements Division of the Employment Service works in close co-operation with the Casualty Rehabilitation Section of the Department of Veterans Affairs in assisting to place handicapped ex-service personnel. Special Placements Units operate in the larger centres throughout Canada. In smaller centres Local Office managers receive special training in placement of the disabled.

Department of Labour officials have been appointed in communities across the country to act as counsellors and provide a rehabilitation service to all ex-members of the Forces. In the large communities, these officials operate an employment counselling service in the Rehabilitation Centres of the Department of Veterans Affairs. These men, known as Veterans Employment Advisers, co-operate with the Department of Veterans Affairs counsellors to provide the ex-service man with complete rehabilitation assistance.

In communities not large enough to warrant establishment of a Department of Veterans Affairs Office, a Veterans Officer will be appointed to the staff of the Employment Office to represent the Dominion Government on all phases of rehabilitation. These men will be under the supervision of the Department of Labour but will receive training and instruction from officers of the Department of Veterans Affairs in the nearest rehabilitation centre and will act for all Government Departments. Their primary duty is to establish themselves as the focal point in the community for rehabilitation work and to provide information, advice and assistance in carrying out the Government's rehabilitation program.

Vocational Training.—Canadian Vocational Training has been expanded to include rehabilitation vocational training for ex-members of the Armed Services. Up to March 31, 1945, discharged members of the Armed Forces, to the number of 9,032, had registered for courses.

The particular phases of rehabilitation training which come under the Department of Labour include trade training, whether in industry or vocational schools, and pre-matriculation academic courses. The Department of Veterans Affairs administers the Regulations which provide for post-discharge training at university level, and also the highly specialized training necessary in the case of those discharged persons suffering from severe disabilities.

Though actual training of the type already mentioned is under the Dominion-Provincial scheme (Canadian Vocational Training), the eligibility of discharged personnel for training, and the length of training to be given, must be approved by the Department of Veterans Affairs. Five main methods will be used in the rehabilitation phase of Canadian Vocational Training: (1) pre-employment classes; (2) indentured apprenticeship; (3) correspondence courses; (4) training on the job; and (5) pre-matriculation training.

Interdepartmental Co-ordinating Committee on Rehabilitation.—An Interdepartmental Co-ordinating Committee on Rehabilitation was established early in 1944, with the approval of the Minister of Labour and the Minister of Pensions and National Health (now Veterans Affairs) "to study the legislation and regulations of the two Departments in regard to post-war training and employment of members of the Armed Services". The Committee held its first meeting on March 29, 1944. In addition to the Departments of Labour and Veterans Affairs, the Committee has representatives from the Navy, the Army, the R.C.A.F., the Civil Service Commission, and the Unemployment Insurance Commission. The Deputy Minister of Labour is Chairman of the Committee. It is the duty of this Committee to review all policies touching on the training and employment of ex-members of the Services, and to recommend procedures to be followed by the Departments of Labour and of Veterans Affairs in carrying out training and employment programs.

Since the close of the fiscal year, provisions of the Reinstatement in Civil Employment Act were extended to include those on active service in the present war in the naval, military or air forces of any of the United Nations, who were employed in Canada prior to September 9, 1939.

An Advisory Committee on Rehabilitation and Re-establishment, under the chairmanship of the Deputy Minister of Labour, was set up by Order in Council P.C. 4383, June 20, 1945, to consider rehabilitation problems where more than one Department is concerned and to co-ordinate all rehabilitation activities at the Headquarters level. This Committee supersedes the informal Inter-Departmental Co-ordinating Committee on Rehabilitation which has been sitting for more than a year.

A Royal Commission on Veterans Qualifications was established by Order in Council P.C. 2486, April 10, 1945, to make recommendations upon the securing of credits in civil life, whether in employment or in educational courses, for training and technical experience gained while in the Forces. In its study of the relationship between jobs in industry and trade training in the Services, and between training in the Forces and university and other academic courses, the Commission confers with the provinces, employers and unions.

XI.—RESEARCH AND STATISTICS

The work of the Research and Statistics Branch continued on the expanded scale resulting from the increased responsibilities of the Department of Labour since the outbreak of war. Under the Branch as now constituted the earlier and continuing functions have been co-ordinated with those of a more recent and specialized nature.

The functions of the Branch include the collection, analysis and publication of statistical and other information on wage rates, strikes and lockouts, collective agreements, labour organization, unemployment among union members, fatal industrial accidents and placement operations of the local Employment and Selective Service Offices. In addition, many special projects, some of a temporary and some of a continuing nature, were conducted by the Branch during the year.

In the field of wage rate statistics, collection and analysis of data from employers and trade unions were carried out on the greatly extended scale required for the administrative purposes of the Department and for the National War Labour Board. Numerous inquiries were received from governmental officials, employers and employees with regard to wage rates and special compilations were made for the purpose of answering these inquiries.

Reports are received annually from labour organizations in Canada with regard to their membership, affiliation and other matters, and on the basis of these reports the annual report on *Labour Organization in Canada* is compiled. An up-to-date directory of trade union officials is maintained in the Branch.

In addition to the regular work of obtaining copies of all collective agreements, as far as possible, and the summarizing of certain typical agreements in the *Labour Gazette*, the Branch undertook to make a series of analytical studies of current agreements on file, by industry and topic. The first of these studies, covering the pulp and paper industry, was prepared for publication during the year and appeared in the April 1945 issue of the *Labour Gazette*.

The Branch continued work on the Occupational History Survey of the Armed Forces, which was carried out in order to obtain information regarding the occupational status, occupational experience and post-war occupational preference, etc., of the members of the Forces. The second survey of employment in all industries except agriculture, regular governmental activities and domestic service, conducted in January 1944, was brought to publication stage during the year. Employers were requested to make returns showing the number of their employees by sex, age and marital status. Practically one hundred per cent of the employers concerned made returns, giving a very complete picture of Canada's working population. The summary totals have been released for publication. In addition to this comprehensive survey, several other surveys of employment were conducted during the year, concerning such matters as post-war employment in Canada and post-war intentions of those employed. Studies in the geographical and industrial distribution of the working force were carried out and the Branch participated with the Dominion Bureau of Statistics in a study of shifts and changes in population. Assistance was given to the Department of National Defence (Army) in conducting a survey of post-war plans of soldiers.

Regular reports on a monthly or weekly basis were made on the operations of the local offices of the National Employment Service. These reports covered the volume of placement work done in each office and analysed the labour supply and demand according to industries and occupations. Special reports were regularly prepared covering the operation of Compulsory Employment Transfer Orders, employment in coal mines, temporary employment of farmers

in other industries, etc. Employment statistics covering the operations of the local National Selective Service Offices are prepared for the Unemployment Insurance Commission and the statistical tables resulting from this work are published in the Annual Report of the Unemployment Insurance Commission. The main reports compiled by the Research and Statistics Branch are published in the *Labour Gazette*. Estimates of Canada's manpower distribution, indicating the proportions of the population in the Armed Forces, gainfully occupied, in agriculture, etc., were prepared and are shown in Table 1.

The work of the Occupational Division, which collects and analyses information concerning occupations in Canadian industries, was further developed during the year.

Wage Rates and Hours of Labour.—Information concerning wage rates and hours of labour is obtained annually from employers and from labour organizations, and from time to time in connection with strikes and lockouts, arbitration, conciliation and mediation in industrial disputes, proceedings under the Industrial Disputes Investigation Act, preparation of fair wages schedules, etc. Reports from representative employers are requested showing the rates of wages for the principal classes of labour in their employ, hours of work per day and per week, particulars of any shift operations, rates of pay for overtime work, Sundays and holidays. Information regarding other conditions of employment is also requested, such as production or incentive bonuses, annual vacation and sick leave with pay.

The Department has published a series of annual reports on Wages and Hours of Labour for the years 1921 to 1941 inclusive, as supplements to the *Labour Gazette*. These contained a table of index numbers of rates of wages, as well as tables of wage rates and hours of labour for the main occupations in most industries. No report in the series was issued applying to 1942, No. 25, which applied to 1941, being published as a supplement to the *Labour Gazette*, for October 1942. A table of index numbers covering the period 1901 to 1942 was published, however, in the *Labour Gazette* for December 1943, and again in October 1944, including figures for the year 1943.

Report No. 26 will be published shortly as a supplement to the *Labour Gazette*.

This Report will show statistics, mainly for 1943, of wage rates and normal hours of labour for selected occupations by industry, and by province or region, also, in some cases, by cities. The Report will also contain a new index number of wage rates calculated for the period 1939-1943 on the base of rates in 1939, the last pre-war year, as 100. These new figures are shown by main industrial groups, as well as by individual industries, in Table 2. For the period 1901-1939, the index previously published has been converted to the new base 1939 = 100, and the whole series 1901-1943 may be seen in Table 3.

The general level of wages in Canada during 1943 was the highest yet recorded, the index covering six main industrial groups being 32.8 per cent higher than in 1939 and about 24 per cent higher than in 1920—the peak of the inflationary movement following World War I. For the period August 1939 to December 1943, the index number of the cost of living advanced 18.4 per cent.

During the period 1939-1943, considerable increase in wage rates in all industries was indicated, continuing the advance from the low levels of the depression reached in 1933. From 1939 to 1940, the general index number of wage rates advanced 3.9 per cent; from 1940 to 1941, 8.8 per cent; 1941 to 1942, 8.3 per cent; and from 1942 to 1943, 8.4 per cent. The gradually upward trend has continued from year to year in all industries since the outbreak of war.

In addition to adjustments made by authority of the War Labour Boards, the wage data include any cost of living bonus paid, including the last bonus ordered by the National Board which became effective in November 1943.

TABLE 1.—ESTIMATED MANPOWER DISTRIBUTION IN CANADA
14 YEARS AND OVER
(in Thousands)

Population Class	April 1, 1939			April 1, 1940			April 1, 1941			April 1, 1942			April 1, 1943			April 1, 1944			April 1, 1945										
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total								
TOTAL POPULATION, 14 YEARS OF AGE AND OVER...	4,275	3,997	8,272	100-0	4,329	4,061	8,390	100-0	4,376	4,120	8,496	100-0	4,432	4,186	8,618	100-0	4,485	4,232	8,737	100-0	4,534	4,317	8,851	100-0	4,567	4,332	8,949	100-0	
I. Total in Armed Forces or Gainfully Occupied...	2,934	651	3,585	43-3	3,041	671	3,712	44-2	3,408	726	4,134	48-7	3,616	883	4,499	52-2	3,823	1,029	4,852	55-6	3,930	1,084	5,014	56-7	3,981	1,077	5,058	56-5	
A. Armed Forces...	8	.....	8	1	93	.....	93	1-1	259	1	260	3-1	448	5	453	5-3	664	23	687	7-9	750	35	785	8-9	731	31	762	8-5
B. Gainfully Occupied - Total	2,926	651	3,577	43-2	2,948	671	3,619	43-1	3,149	725	3,874	45-6	3,168	878	4,046	46-9	3,159	1,006	4,165	47-7	3,180	1,049	4,229	47-8	3,250	1,046	4,296	48-0	
1. Non - agricultural Industry - Total	1,716	651	2,367	28-6	1,763	671	2,439	29-0	2,093	725	2,818	33-2	2,183	878	3,061	35-5	2,199	1,006	3,205	36-7	2,195	1,049	3,244	36-7	2,200	1,046	3,246	36-3	
(a) Wage and salary workers in war industry	167	12	179	2-1	404	44	448	5-3	694	156	850	9-9	896	254	1,150	13-2	836	245	1,081	12-3	715	186	901	10-1
(b) Wage and salary workers in civilian industry	1,346	531	1,877	22-7	1,233	539	1,772	21-1	1,328	564	1,892	22-3	1,164	611	1,775	20-6	1,003	642	1,645	18-8	1,043	694	1,737	19-6	1,158	747	1,905	21-3	
(c) Employers, own accounts and no pay	370	120	490	5-9	368	120	488	5-8	361	117	478	5-6	325	111	436	5-0	300	110	410	4-7	316	110	426	4-8	327	113	440	4-9	
2. Agriculture - males only	1,210	.....	1,210	14-6	1,180	.....	1,180	14-1	1,056	.....	1,056	12-4	985	.....	985	11-4	960	.....	960	11-0	985	.....	985	11-1	1,050	.....	1,050	11-7
II. Farm women, 14-64 years of age	.....	800	800	9-7	798	798	9-5	789	9-3	.....	789	9-3	778	778	9-0	763	763	8-7	773	8-7	773	773	8-7	773	8-7	773	800	9-0
III. Students	318	316	634	7-7	321	312	633	7-5	293	304	597	7-0	280	286	566	6-6	230	246	476	5-5	212	280	442	5-0	212	230	442	4-9	
IV. Unemployed	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	108	72	180	2-1	49	33	82	-9	41	24	65	-7	33	27	80	-9
V. All Others - includes homemakers not on farms	1,023	2,230	3,253	39-3	967	2,250	3,247	38-8	675	2,301	2,976	35-0	428	2,167	2,595	30-1	333	2,181	2,564	29-3	351	2,209	2,557	28-9	321	2,248	2,569	28-7	

NOTE.—The above estimates are based on the most recent information obtainable from the Dominion Bureau of Statistics and other official sources. Very little statistical information is available for domestic servants, agricultural males, farm women, and employers, own accounts and no pay. In these cases the estimates are subject to a possibility of considerable error, especially for dates further from the date of Decennial Census (June 2, 1941).

1. Includes prisoners of war and persons missing but still on strength. Excludes persons enlisted but on leave and engaged in civilian occupations.

2. Does not include wage and salary workers who are temporarily unemployed owing to "No job" or "No pay" only.

3. Includes employment on direct and indirect war production and construction, and the war content of employment in ancillary industries. These figures are computed by the Economic and Statistics Branch of the Department of Munitions and Supply.

4. "Own accounts" are persons who carry on their business without assistance of employees. "No pay" are mainly family workers receiving no fixed money payment.

5. Since it is impossible to measure statistically the amount of farm work done by women, all women residing on farms are here included except students, women 65 years of age and over and those gainfully occupied outside the farm.

6. In 1943, 1944 and 1946 the number of unemployed was accounted for almost entirely by persons temporarily out of work while moving from one job to another.

TABLE 2.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY,
1939-1943

(Rates in 1939=100)

INDUSTRY	1939	1940	1941	1942	1943
Logging	100	104.9	114.0	125.9	143.1
Logging, Eastern Canada.....	100	105.9	114.8	124.9	142.0
Logging, Western Canada.....	100	101.1	110.8	129.7	147.5
Mining	100	102.5	111.2	116.6	123.7
Coal Mining.....	100	102.1	109.4	113.1	124.8
Metal Mining.....	100	102.8	112.2	118.7	123.1
Metal Mining, Quebec and Ontario.....	100	103.0	112.2	118.0	121.7
Metal Mining, Manitoba and Saskatchewan.....	100	101.0	107.8	114.4	121.7
Metal Mining, British Columbia.....	100	102.7	113.7	123.0	128.7
Manufacturing	100	104.3	115.2	125.5	135.6
Textile Products.....	100	106.6	118.6	128.3	139.9
Primary Textile Products.....	100	107.5	119.0	127.8	140.4
Cotton Yarn and Cloth.....	100	109.6	123.8	128.1	136.6
Woolen Yarn and Cloth.....	100	107.6	120.1	136.6	152.8
Knitting—Hosiery, Underwear and Outerwear.....	100	105.8	112.5	123.6	138.5
Rayon, Yarn and Fabrics.....	100	106.8	122.9	129.0	141.3
Clothing.....	100	105.3	118.0	129.0	139.3
Men's and Boys' Suits and Overcoats.....	100	107.2	117.9	129.8	146.6
Men's Work Clothing.....	100	106.0	118.2	133.3	140.8
Shirts.....	100	102.4	107.0	122.6	135.9
Women's and Children's Coats and Suits.....	100	101.7	126.9	131.8	134.5
Women's and Children's Dresses.....	100	106.1	118.8	127.5	133.2
Rubber Products.....	100	102.1	117.1	127.1	129.9
Pulp and Paper Products.....	100	103.3	108.4	113.7	118.1
Pulp and its Products.....	100	104.6	109.5	115.1	120.0
Pulp.....	100	108.1	114.4	124.0	128.6
Newsprint.....	100	103.7	107.7	109.6	115.4
Paper other than Newsprint.....	100	103.4	107.5	113.2	120.1
Paper Boxes.....	100	102.9	115.5	123.9	128.9
Printing and Publishing.....	100	101.7	105.8	110.0	113.6
Newspaper Printing.....	100	101.3	105.5	108.3	111.6
Job Printing and Publishing.....	100	101.4	105.9	110.6	113.8
Lithographing, Photo-engraving, Stereotyping and Electrotyping.....	100	103.5	106.4	114.6	117.8
Lumber and its Products.....	100	104.4	117.7	131.0	141.9
Sawmill Products.....	100	105.0	115.0	130.7	143.8
Planing Mills, Sash, Doors, etc.....	100	105.0	120.0	123.7	128.7
Furniture.....	100	101.7	125.0	139.0	147.6
Edible Plant Products.....	100	102.9	115.0	122.5	129.4
Flour.....	100	103.1	113.9	121.5	128.7
Bakery Products.....	100	102.9	115.5	123.9	128.9
Biscuits.....	100	103.5	114.4	121.8	131.9
Confectionery.....	100	101.9	114.5	118.2	130.0
Fur Products.....	100	105.3	113.7	121.7	127.3
Leather and its Products.....	100	105.9	122.5	134.8	142.9
Leather (Tanning).....	100	104.5	119.5	133.9	148.9
Boots and Shoes.....	100	106.2	123.2	135.0	141.7
Edible Animal Products (Meat Products).....	100	103.2	112.7	119.0	127.2
Iron and its Products.....	100	102.7	112.9	125.6	138.8
Crude, Rolled and Forged Products.....	100	101.5	108.1	122.2	135.5
Foundry and Machine Shop Products.....	100	104.5	116.0	120.9	137.0
Machinery, Engines, Boilers, Tanks, etc.....	100	105.0	116.2	129.7	141.7
Aircraft.....	100	99.0	109.5	122.7	134.0
Shipbuilding (Steel Ships).....	100	104.9	121.2	132.2	144.4
Motor Vehicles (Automobiles).....	100	100.6	108.6	115.8	122.7
Motor Vehicles Equipment and Parts.....	100	103.4	110.2	127.0	145.7
Stoves, Furnaces, etc.....	100	104.5	115.6	131.0	143.5
Agricultural Implements.....	100	105.1	117.6	136.7	151.9
Sheet Metal Products.....	100	103.9	114.1	126.4	138.2
Tobacco Products.....	100	102.8	113.0	120.4	131.5
Tobacco and Cigarettes.....	100	102.5	113.4	119.9	130.8
Cigars.....	100	104.1	110.8	124.5	135.1

TABLE 2.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY—1939-1943
—Concluded
(Rates in 1939=100)

INDUSTRY	1939	1940	1941	1942	1943
Manufacturing—Concluded					
Beverages (Brewery Products).....	100	103.9	113.3	117.1	121.9
Electric Current Production and Distribution.....	100	103.3	112.0	120.2	129.6
Electrical Apparatus, etc.....	100	105.6	123.2	133.7	146.4
Radio Sets and Parts.....	100	105.5	125.5	138.1	151.3
Electrical Apparatus.....	100	105.7	118.8	129.9	137.0
Construction.....	100	104.5	111.6	118.6	127.7
Transportation and Communication.....	100	102.2	107.5	115.1	125.7
Transportation.....	100	102.3	107.6	115.5	125.9
Water Transportation (inland and coastal).....	100	105.2	113.3	125.8	137.3
Steam Railways.....	100	100.3	104.9	113.0	124.4
Electric Street Railways.....	100	104.9	110.1	114.9	122.4
Communication—Telephone.....	100	101.3	106.4	112.0	123.9
Service—Laundries.....	100	105.4	110.5	116.5	127.3
General Average.....	100	103.9	113.1	122.5	132.8

Labour Organization in Canada.—Most of the “local unions” in Canada are branches of trade unions, many of which are organizations having branches both in Canada and in the United States. The Canadian locals of these international unions are, in most cases, affiliated with either of two central Canadian bodies, the Trades and Labor Congress of Canada or the Canadian Congress of Labour. The Canadian locals which are branches of unions affiliated in the United States with the American Federation of Labor are affiliated with the Trades and Labor Congress, and those which are branches of international unions affiliated in the United States with the Congress of Industrial Organizations are affiliated with the Canadian Congress of Labour. Each of the Canadian Congresses has affiliated with it also a number of purely Canadian organizations, either trade unions with branches in different places or merely local unions.

Of the international unions not affiliated with either of the Canadian Congresses the most important are the four railroad brotherhoods of engineers, firemen and enginemen, conductors and trainmen. Most of the other railway employees’ unions are affiliated with the American Federation of Labor and the Trades and Labor Congress of Canada, the principal exception being the Canadian Brotherhood of Railway Employees and Other Transport Workers, which is the largest of the National unions and which is affiliated with the Canadian Congress of Labour.

The other main central labour body is the Canadian and Catholic Confederation of Labour, with which the National Catholic “federations” or unions in the Province of Quebec are affiliated (see Tables 4 and 5).

A new high figure was recorded for trade union membership in Canada at 724,188 for the end of 1944, as compared with 664,533 for the end of 1943.

According to reports received from branches of local unions, there were 210,952 members in Ontario, 175,993 in Quebec, 90,702 in British Columbia, 35,095 in Nova Scotia, 33,100 in Manitoba, 28,504 in Alberta, 17,980 in New Brunswick, 16,557 in Saskatchewan, and 925 in Prince Edward Island.

Montreal headed the list of cities with 92,980 members and Toronto was second with 62,364. Next, in order of size of reported local memberships, were Vancouver with 55,917, Winnipeg with 24,682, Windsor with 21,283, Quebec with 14,039, London with 9,198, Edmonton with 9,161, and Hamilton with 9,077. In 1944, there were 44 urban centres with 20 or more locals, as compared with 38 such centres in 1943.

Of 4,123 local unions of all kinds in Canada in 1944, reports on female membership were received from 1,040 locals, which showed a total of 68,630 women members. In 1943, a total female membership of 75,814 was reported by 928 locals.

More complete information is contained in the Annual Report on *Labour Organization in Canada* published by the Department.

Industrial Accidents.—The Department maintains a record of fatalities from accidents to workers during the course of their employment or arising out of it, or resulting from industrial diseases. Figures as to such fatalities during the calendar year 1944, with information as to causes, were published quarterly in the *Labour Gazette*, and a summary for the year, together with a statistical analysis, appeared in the issue for March 1945 (pp. 428-436). As in previous years, information was obtained from the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., from *Labour Gazette* correspondents and from newspapers.

TABLE 3.—INDEX NUMBERS OF WAGE RATES FOR CERTAIN MAIN GROUPS OF INDUSTRIES IN CANADA, 1901-1943
(Rate in 1939=100)

Year	Con- struction	Water Trans- por- tation	Elec- tric Rail- ways	Steam Rail- ways	Coal Mining	Metal Mining	Manu- fac- turing	Logging	Laun- dries	Tele- phones	Gen- eral Aver- age
1901.....	35.3	43.9	32.8	33.7	47.4	61.2	.....	51.4	.....	.....	38.1
1902.....	37.7	44.1	34.9	35.2	48.0	61.6	.....	52.6	.....	.....	40.0
1903.....	39.5	43.9	36.5	36.8	48.9	59.5	.....	53.9	.....	.....	41.4
1904.....	40.9	44.5	37.5	37.6	48.8	58.1	.....	54.6	.....	.....	42.3
1905.....	42.8	44.7	37.7	36.5	49.5	58.7	.....	57.0	.....	.....	43.1
1906.....	45.0	45.5	39.0	38.9	50.1	62.5	.....	59.4	.....	.....	44.9
1907.....	47.0	46.5	41.8	39.6	53.6	61.7	.....	60.3	.....	.....	46.3
1908.....	47.7	47.6	42.0	42.2	54.3	62.6	.....	58.6	.....	.....	47.4
1909.....	48.7	48.3	41.7	42.3	54.5	63.2	.....	61.9	.....	.....	48.3
1910.....	50.9	48.4	44.0	44.1	54.0	62.5	.....	64.0	.....	.....	49.9
1911.....	52.9	49.1	45.2	46.9	55.9	63.1	45.0	65.6	.....	.....	49.2
1912.....	56.2	50.1	47.4	47.9	56.4	66.3	45.8	67.7	.....	.....	50.8
1913.....	58.6	52.0	51.3	49.0	57.3	65.3	47.2	68.7	47.0	.....	52.1
1914.....	59.1	52.8	51.8	49.9	58.4	65.4	48.7	64.3	49.2	.....	52.8
1915.....	59.4	54.0	50.2	49.8	58.7	66.2	50.1	61.1	47.5	.....	53.2
1916.....	60.0	54.9	52.5	51.8	64.0	73.2	54.3	73.0	50.7	.....	56.9
1917.....	64.4	64.5	58.8	61.0	75.0	81.1	60.4	95.8	56.8	.....	65.2
1918.....	73.8	78.6	73.3	77.3	90.5	88.1	69.2	110.3	65.6	.....	76.6
1919.....	86.8	86.7	83.8	90.1	97.8	88.4	85.0	127.3	75.1	.....	99.0
1920.....	106.0	105.2	99.7	108.2	113.3	102.9	102.4	142.5	88.2	92.2	107.0
1921.....	99.9	96.0	98.6	95.9	119.4	95.2	95.4	102.2	97.3	91.8	97.5
1922.....	95.3	86.7	94.6	90.3	113.4	88.0	89.2	79.6	98.2	87.2	91.1
1923.....	97.5	91.5	95.6	91.2	113.4	91.9	92.5	93.5	99.6	88.6	93.6
1924.....	99.4	90.2	95.7	91.2	110.3	92.0	93.2	105.9	99.9	89.0	94.8
1925.....	99.8	90.4	96.4	91.2	96.1	93.3	92.3	95.2	99.0	89.1	93.8
1926.....	100.9	90.2	96.7	91.2	96.0	93.2	92.8	95.5	99.9	89.7	94.4
1927.....	105.0	91.3	97.5	97.1	96.3	93.3	94.1	97.7	100.8	91.4	96.4
1928.....	108.7	91.9	99.6	97.1	96.8	93.2	94.8	99.0	101.6	93.1	97.5
1929.....	115.8	96.1	101.9	100.0	96.8	93.8	95.4	98.7	101.8	94.2	99.2
1930.....	119.1	97.2	102.3	100.0	97.1	93.9	95.5	97.5	102.0	94.7	99.9
1931.....	114.7	93.0	101.9	97.5	97.1	92.6	93.1	81.5	101.5	95.0	96.6
1932.....	104.5	86.5	98.1	90.1	94.1	89.7	87.0	67.1	99.0	88.6	89.7
1933.....	92.5	81.2	93.8	83.0	92.8	88.6	82.9	57.4	97.0	87.9	85.1
1934.....	90.7	80.5	93.7	85.0	93.4	90.9	85.2	65.7	96.1	93.7	85.9
1935.....	93.6	81.1	94.3	90.1	95.0	92.6	87.0	73.1	96.6	93.0	88.4
1936.....	94.2	82.4	95.2	90.1	95.1	94.9	89.1	80.9	97.1	93.8	90.0
1937.....	96.9	92.0	97.8	96.0	95.6	99.1	96.1	93.9	98.3	98.5	96.7
1938.....	99.2	99.1	99.4	100.0	100.0	99.6	99.2	101.8	99.7	99.7	99.6
1939.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1940.....	104.5	105.2	104.9	100.3	102.1	102.8	104.3	104.9	105.4	101.3	103.9
1941.....	111.6	113.3	110.1	104.9	109.4	112.2	115.2	114.0	110.5	106.4	113.1
1942.....	118.6	125.8	114.9	113.0	113.1	118.7	125.5	125.9	116.5	112.0	122.5
1943.....	127.7	137.3	122.4	124.4	124.8	123.1	135.6	143.1	127.3	123.9	132.8

Information concerning fatal industrial accidents in Canada during the first quarter of the year 1945 may be found in the May 1945 issue of the *Labour Gazette* (pp. 788-789).

With regard to non-fatal accidents, certain statistics covering the calendar year 1944 were published in the March 1945 issue of the *Labour Gazette* (pp. 437-438).

Unemployment in Trade Unions.—The Department of Labour receives reports from local trade unions throughout the country, showing their membership and the number of members unemployed. The record was commenced on a quarterly basis at the end of 1915, but at the beginning of 1919 was placed on a monthly basis. Since the beginning of 1944, the statistics were again obtained only once in each quarter, that is, at the end of March, June, etc. From these reports the percentage of the membership covered by the reports which was unemployed is calculated.

Statistics were published quarterly during 1944 in the *Labour Gazette* by provinces and by groups of industries. Statistics for the end of each quarter in 1944, with comparative figures for the previous year and certain earlier periods, were published in the issue for May 1945 (pp. 759-760).

TABLE 4.—NUMBER OF LOCAL UNIONS AND THEIR MEMBERSHIP IN CANADA, BY AFFILIATION, DECEMBER 31, 1944

Affiliation	Number of Locals	Members-ship
Trades and Labor Congress of Canada.....	2,274	284,732
American Federation of Labor ¹	29	9,516
Canadian Congress of Labour.....	894	272,146
Congress of Industrial Organizations ²	5	159
Canadian and Catholic Confederation of Labour.....	296	74,624
International Railway Brotherhoods (independent).....	366	36,147
Canadian Federation of Labour ³	1	220
Unaffiliated National and International Unions.....	199	35,433
Unaffiliated Local Unions.....	59	11,211
Totals.....	4,123	724,188

¹ These comprise international unions affiliated with the A.F. of L. in the United States, the Canadian branches of which are not affiliated with the Trades and Labor Congress of Canada. The 40 local or federal unions with 7,115 members, which received their charters directly from the A.F. of L., have been included under the Trades and Labor Congress in the Table as they are affiliated with that body.

² These comprise international unions affiliated with the C.I.O. in the United States, the Canadian branches of which are not affiliated with the Canadian Congress of Labour.

³ The membership shown is for the only affiliated union which reported its membership to the Department.

TABLE 5.—DISTRIBUTION OF UNION MEMBERSHIP BY MAIN INDUSTRIAL GROUPS, CALENDAR YEARS 1943 AND 1944, WITH PERCENTAGE CHANGE

Industry	1943		1944		Percentage change 1944 over 1943
	Members-ship	Per cent of total	Members-ship	Per cent of total	
Mining and Quarrying.....	36,825	5.5	38,601	5.3	+ 4.8
Metals.....	199,487	39.0	193,336	26.7	- 3.1
Construction.....	60,084	9.0	57,601	8.0	- 5.9
Light, Heat and Power.....	7,918	1.2	9,300	1.3	+17.5
Wood and Wood Products.....	38,689	5.8	48,941	6.7	+26.5
Printing and Publishing.....	10,579	1.6	12,212	1.7	+15.4
Steam Railway Transportation.....	108,128	16.4	121,245	16.7	+12.1
Other Transportation.....	40,823	6.1	45,236	6.2	+10.8
Services.....	57,484	8.7	70,675	9.8	+22.9
Clothing, Footwear.....	37,563	5.6	39,592	5.5	+ 5.4
Textiles.....	18,084	2.7	27,996	3.9	+54.8
Foods.....	19,183	2.9	28,737	4.0	+49.8
All Other Industries.....	29,686	4.5	30,816	4.2	+ 3.9
Totals.....	664,533	100.0	724,188	100.0	+ 9.0

XII.—SPECIAL SERVICES

The Labour Gazette.—Throughout the fiscal year ending March 31, 1945, the *Labour Gazette*, official monthly publication of the Department of Labour, continued its record of labour legislation, employment and unemployment, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, activities of labour organizations, collective agreements, decisions of the National War Labour Board, training activities, industrial health and accidents, women in industry, National Selective Service and the activities of the Unemployment Insurance Commission.

As in former years, articles were included on industrial, social and economic conditions in Great Britain, the United States and other countries where these had a bearing on conditions in Canada.

In addition to the coverage of purely labour and industrial matters, issues of the *Labour Gazette* contained informative articles on economic stabilization, post-war reconstruction, social security, and related material from other Government Departments.

The average monthly distribution of the *Labour Gazette* during the calendar year 1944 was 16,445 (12,895 in English and 3,550 in French), an increase of 2,757 copies as compared with the average monthly distribution of 1943. The average monthly paid circulation was 8,862 (an increase of 962 over 1943) of which 6,845 were of the English edition and 2,017 were of the French edition. A nominal subscription of 20 cents a year is charged, the purpose of the subscription being to keep the distribution within the limits of actual demands, rather than to meet the cost of production. In addition to the paid circulation, the *Labour Gazette* is issued gratuitously to certain public bodies and institutions, as well as to persons who from time to time supply information required by the Department. The average monthly distribution of complimentary copies was 6,583, of which 5,488 were of the English edition and 1,095 of the French edition.

At the close of each year a limited number of volumes are bound, with a classified index, and sold to subscribers at \$2 a volume.

Information Division.—Since January 1, 1943, when it was established, the work of the Information Division has been to provide a broad publicity service for the several branches of the Department, including National Selective Service and the Employment Service and Unemployment Insurance Branch, as well as the Wartime Labour Relations Board (National) and the National War Labour Board. It has been the policy of the Department to keep the public fully informed, not only in relation to the peacetime and wartime legislation it administers, but also on the operations of the several branches.

The Division is responsible for the preparation and issue of press releases on all policies and activities of the Department. During the fiscal year under review 596 news releases were issued.

During the year the Department found it necessary to carry out several advertising campaigns to notify the public concerning regulations, labour supply projects, and similar matters. Newspapers and other publications, radio stations, posters, photographs, films, and circular letters were all used extensively in the several campaigns carried on through the Information Division.

Several special articles on various departmental activities and operations were provided on request to interested publications. A substantial number of general inquiries on labour and industrial relations were also handled.

Officers of the Division regularly co-operated with officers of the Wartime Information Board and National Film Board, as well as those of other Departments, on interdepartmental information projects, notably those on economic stabilization and rehabilitation.

The Department, through a special vote available under this Division, financially assisted the National Film Board in the operation of its Industrial Circuits, as an exhibition agency of Government films.

Labour Legislation.—A Report on Labour Legislation in Canada has been published by the Department annually since 1915. It contains the text or a summary of the statutes and statutory orders affecting labour. In 1915, 1928 and 1937, the Report took the form of a consolidation of all labour laws on the Dominion and provincial statute-books at the end of those years. Reports for intervening years covered only legislation enacted during the year but the Report for 1941-42 covers the two years. The volume for 1943 contains an index to the Reports for 1937-43.

Laws passed by the Dominion Parliament and the Provincial Legislatures are summarized in the *Labour Gazette* at the close of each session. Regulations issued under statutory authority and judgments of the Courts in labour cases are also reviewed in the *Labour Gazette*. Data on labour legislation in other countries are kept up-to-date and information concerning some aspects of such legislation is published from time to time.

In addition to special articles in the *Labour Gazette*, pamphlets dealing with particular classes of labour laws are issued in printed or mimeographed form. Some of these are published annually. Legislation concerning minimum wages and maximum hours of labour has been summarized annually for some years in a Supplement to the *Labour Gazette*. In June, are published the standards in the various provinces with respect to school attendance, child labour, hours of labour, minimum wages and workmen's compensation. A detailed analysis of Canadian workmen's compensation laws is issued in July of each year. In April 1942, a pamphlet was printed giving the text of the Orders in Council affecting labour which had been passed by the Dominion Government to deal with wartime conditions, and in June 1943, a revised edition was issued.

The Canadian Association of Administrators of Labour Legislation was formed in May 1938. The objects of the organization, which consists of all Dominion and Provincial Departments or Boards charged with the administration of any labour law, are to serve as a medium for the exchange of information, to promote the highest standards of law administration and enforcement and to bring about uniform standards of provincial legislation. The provinces pay a membership fee of \$25 a year and the Dominion Department of Labour bears the cost of reporting and distributing to the members the proceedings of the annual conference.

At its sixth annual meeting in Ottawa on May 3-5, 1943, the topics discussed included factory inspection and accident prevention, legislation concerning collective bargaining, women in industry, minimum wages and hours of labour. No conference was held in 1944.

XIII.—WARTIME CONTROL OF JAPANESE POPULATION

The British Columbia Security Commission, appointed in March 1942, and acting under the direction of the Minister of Labour, was charged with the task of evacuating all persons of the Japanese race from certain strategic areas of British Columbia and of arranging for their settlement elsewhere. The evacuation was completed early in 1943 and the Commission was dissolved. The powers of the Commission reverted to the Minister of Labour, and for administrative purposes were vested in a Commissioner of Japanese placement, with head office at Vancouver.

During the fiscal year 1944-45, the Department continued the administration of the placement, maintenance, education and control of persons of Japanese ancestry in Canada, totalling 23,902 persons at March 31, 1945.

Efforts were continued to place employable Japanese Canadian adults in occupations and areas where wartime labour shortages were most critical, and the success of this policy is indicated by the following approximate distribution of employed adults in March 1945:

Adults employed in farming, mainly on the Prairies	4,000
Adults employed in trade, service and industry, mainly in Eastern Canada	2,500
Men employed in forest industries, over half being placed in British Columbia	2,000
Adults in miscellaneous employment	500
Total	9,000

Of the Japanese in Canada, 62 per cent are living in the interior of British Columbia, 20 per cent on the Prairies, and 18 per cent in Eastern Canada. Seventy-five per cent are Canadian citizens and 61 per cent are Canadian born. In an increasing variety of employment, from nursing and teaching to beet growing and work in radio plants, Japanese Canadian evacuees in various provinces have been helping industriously on Canada's home front where most needed.

The aged and infirm, the dependents of internees, the children, and other unemployables were given maintenance in the Housing Centres in the interior of British Columbia. Of these, 2,100 required full maintenance and 1,700 partial maintenance last winter, a reduction of 600 from the total during 1944. A few families on the Prairies and in the East also required medical and other assistance for short periods.

The education of Canadian-born Japanese children proceeded along the same lines as in the previous year. According to various inspectors, the schools and the teachers are of good calibre. All instruction is given in English and the course of studies is that provided by the provincial curriculum.

On August 4, 1944, the Prime Minister in the House of Commons made an important statement of policy covering Japanese in Canada. It was recognized that the problem was a national one, but the House was reminded that the greater proportion of the Japanese were loyal Canadian citizens and that no Japanese had been charged with sabotage or disloyalty in Canada since the war began. The policy to be adopted, therefore, for the good of the loyal Japanese Canadians, as well as of the nation, was to be threefold: (1) to repatriate Japanese disloyal to Canada; (2) to resettle across Canada the loyal Japanese Canadians; and (3) to prohibit any immigration of Japanese into Canada after the war. With the co-operation of the provinces, this problem can be solved in a just and democratic manner.

In March 1945, after preliminary arrangements were completed, the segregation program was begun. All those volunteering to go back to Japan are being asked to sign a declaration to that effect, and will be gathered at one or two segregation centres until repatriation can be arranged. They are to be permitted to take their property or its value with them, and they will be given free transportation.

Japanese Canadians desiring to remain in Canada, if employable and if their records show no evidence of disloyalty, are being urged to re-locate in a wide variety of employment east of the Rocky Mountains where jobs have been found for them at prevailing wages.

It has been announced that steps will be taken to consider and pass on cases where persons have not decided upon one or other of the above alternatives.

XIV.—RELIEF LEGISLATION

Although relief legislation expired March 31, 1941, there were certain expenditures for undischarged commitments under the Appropriation Act, 1944-45. These expenditures were incurred on relief settlement under agreements with the Provinces of Quebec and Manitoba. These agreements expired on March 31, 1942, but the plan provided for assistance over a four-year period from date of settlement, and in the Province of Quebec a further period of one year was provided for disbursing the balance of the original grant available to a settler at the termination of the four-year period, if in the opinion of the Province said expenditures would assist the settler in eventually becoming self-supporting.

The Relief Settlement Plan was inaugurated under the provisions of the Relief Act of 1932, when agreements were entered into with all provinces except Prince Edward Island. Agreements were renewed under the Relief Acts of 1934 and 1935 up to March 31, 1936. Further agreements with the Provinces of Quebec, Manitoba and Alberta were entered into under the Unemployment Relief and Assistance Act, 1936, and the Unemployment and Agricultural Assistance Act, 1940. Table 1 shows disbursements made on claims rendered by the provinces during the fiscal year 1944-45.

No expenditures for administration of this undertaking were incurred during the year by the Dominion, the work involved having been carried on by officers of the Department primarily engaged on other duties. Provincial claims paid during the fiscal year 1944-45 have been subject to audit by a representative of the Comptroller of the Treasury at provincial headquarters.

TABLE 1.—ALLOTMENTS AND DISBURSEMENTS RELATING TO UNEMPLOYMENT RELIEF PROJECTS (RELIEF SETTLEMENT, FISCAL YEAR 1944-45), AS OF MARCH 31, 1945

	Allotment	Payments to the Provinces		
		Quebec	Manitoba	Total
Relief Settlement.....	\$100,000	\$24,169.63	\$333.62	\$24,503.25

XV.—GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) authorizes the issue of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than \$10 and not more than \$1,200, payable in quarterly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period shall be the longer. Annuities may be deferred or immediate. Deferred annuities are for purchase by younger persons desiring to provide for their old age, by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In the latter case the purchase money required may be derived partly from the wages of employees and partly from employers' contributions. Under early pension plan agreements such employees were treated as individual annuitants. Later, group annuity contracts were adopted. Under such a contract a certificate is issued to each employee participating, to be replaced by an immediate annuity contract when the purchase has been completed and the annuity has become due. Group annuity contracts have been issued in such large numbers as to cause a notable expansion of the Branch.

The rate of interest at which rates for annuities are calculated is four per cent, and the mortality tables presently in use are the British annuity tables contained in "The Mortality of Annuitants, 1900-1920", published by the Institute of Actuaries and the Faculty of Actuaries in Scotland, known as "a(f) and a(m) tables", with a reduction of one year of age.

Financial Statement.—From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1945, the total number of individual contracts and certificates issued was 125,500. Table 1 shows the number of individual contracts and certificates issued and net receipts by five-year periods to March 31, 1938, and thereafter by fiscal years, the number for the fiscal year under review being 15,796. Of these, 6,483 were contracts with individual annuitants and 9,313 were certificates issued under all the group contracts—i.e., additional certificates issued under group contracts previously effective as well as certificates issued during the year 1944-45 under new group contracts. There was a total of 270 group contracts under which, at the date under review, 33,058 registrations were in effect. In addition, 771 employees or members had been retired with vested annuities; 284 had died; and 4,759 had withdrawn following change of employment. Among the contracts issued during the year were 1,630 immediate annuity contracts with an average amount of annuity of \$359.

The total net receipts since September 1, 1908, were \$271,826,219.40, net receipts for the year under review being \$33,076,435.98. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1945, is shown in Table 2 to be \$243,537,624. This includes the sum of \$257,288 transferred to maintain the reserve.

Of the 125,500 contracts and certificates issued since the inception of the Act, 13,316 were cancelled, leaving in effect 112,184 on March 31, 1945 (Table 3). Annuity payment was being made under 30,531 of these and was deferred under the remaining 81,653. The total amount of annuity payable under vested contracts was \$12,158,592, an average of \$398 per contract. The value of all outstanding annuities was \$243,537,624, of which \$134,902,621 was the value of vested annuities and \$108,635,003 the value of deferred annuities.

Analysis of Vested Annuities.—Tables 4 (a) and 4 (b) given below were compiled from data regarding vested contracts (those under which annuity was

TABLE 1.—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FIVE-YEAR PERIODS TO MARCH 31, 1938, AND THEREAFTER TO MARCH 31, 1945, BY FISCAL YEARS.

Five-year Period Ending March 31	Individual Contracts and Certificates Issued	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts
		\$ cts.			\$ cts.
1913.....	3,106	1,737,059 70	1939.....	8,518	18,189,318 98
1918.....	1,379	1,912,412 51	1940.....	9,014	20,001,533 26
1923.....	1,162	3,039,186 26	1941.....	11,994	18,803,645 27
1928.....	3,289	10,742,535 37	1942.....	8,593	19,630,644 58
1933.....	7,458	18,782,856 83	1943.....	9,608	20,415,365 41
1938.....	26,229	78,895,127 50	1944.....	19,354	26,600,097 75
			1945.....	15,796	33,076,435 98
			Totals.....	125,500	271,826,219 40

TABLE 2.—GOVERNMENT ANNUITIES FUND STATEMENT
FOR THE YEAR ENDING MARCH 31, 1945

ASSETS	
Balance at credit of fund, April 1, 1944.....	\$213,561,537 00
Receipts 1944-45, less payments.....	29,718,799 00
Amount transferred to maintain reserve.....	257,288 00
Balance at credit of fund, March 31, 1945.....	\$243,537,624 00
LIABILITIES	
Value of all outstanding annuities (see Table 3).....	\$243,537,624 00
RECEIPTS	
Immediate annuities.....	\$ 7,686,992 18
Deferred annuities.....	25,676,876 87
Interest at 4 per cent to March 31, 1945.....	8,826,237 74
Total	\$ 42,190,106 79
PAYMENTS	
Vested annuities.....	\$ 11,628,786 48
Commuted values.....	95,767 10
Premiums returned with interest.....	459,321 14
Premiums returned without interest.....	287,433 07
Total	\$ 12,471,307 79
Receipts, less payments 1944-45.....	\$ 29,718,799 00
Total	\$ 42,190,106 79

being paid) in Table 3, in effect on March 31, 1945, exclusive of last survivor contracts. In Table 4 (a) the number of contracts analysed was 26,786. This number included those contracts under which, the annuitant having died during the guaranteed period, payment of annuity certain was being made. From this Table, which shows the distribution of contracts by *amount of annuity*, it may be found that 75.1 per cent of the annuities were for amounts under \$600, 15.2 per cent for \$600 but less than \$1,200, and 9.7 per cent for \$1,200 or over (those over \$1,200 having been issued prior to August 1931). In Table 4 (b) the number analysed was 25,642, which included all contracts on existing single lives. The classification was by *sex and age of annuitant* and showed the largest age group to be 60-69 for each sex, the arithmetic average of attained ages under all contracts being 66.6 years, or 0.4 years higher than the figure for the previous year.

TABLE 3.—VALUATION, MARCH 31, 1945, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE.

Classification	Number of Contracts and Certificates	Amount of Annuity	Present Value of Annuities in Force
		\$	\$
Vested.—			
Males.....	4,358	1,797,051	15,285,323
Females.....	8,886	3,020,754	30,058,597
Males guaranteed.....	5,194	2,504,530	27,072,105
Females guaranteed.....	8,348	3,244,540	41,010,118
Last survivor.....	2,294	935,005	11,997,742
Last survivor guaranteed.....	1,451	656,712	9,478,736
Total vested.....	30,531	12,158,592	134,902,621
Deferred contracts and certificates.....	81,653	.....	108,635,003
Totals.....	112,184	.....	243,537,624

TABLE 4.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1945

(a) BY AMOUNT OF ANNUITY

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than \$300.....	13,715	51.2	51.2
\$300 and less than \$600.....	6,404	23.9	75.1
\$600 and less than \$900.....	3,152	11.8	86.9
\$900 and less than \$1,200.....	916	3.4	90.3
Exactly \$1,200.....	2,469	9.2	99.5
Over \$1,200.....	130	0.5	100.0
Totals.....	26,786	100.0	.....

(b) BY SEX AND AGE OF ANNUITANT

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40.....	129	1.4	416	2.5	545	2.1	2.1
40-49.....	327	3.6	790	4.7	1,117	4.4	6.5
50-59.....	1,328	14.8	2,810	16.9	4,138	16.1	22.6
60-69.....	3,702	41.3	6,258	37.5	9,960	38.8	61.4
70-79.....	2,749	30.6	4,915	29.5	7,664	29.9	91.3
80-89.....	687	7.7	1,406	8.4	2,093	8.2	99.5
90 and over.....	51	0.6	74	0.5	125	0.5	100.0
Totals.....	8,973	100.0	16,669	100.0	25,642	100.0	.....

XVI.—NATIONAL WAR LABOUR BOARD

During the fiscal year ending March 31, 1945, regulations covering the wages stabilization policy of the Government were contained in the Wartime Wages Control Order, 1943, Order in Council P.C. 9384 of December 9, 1943, as amended by Order in Council P.C. 1727 of March 13, 1944, Order in Council P.C. 3277 of May 4, 1944, and Order in Council P.C. 655 of January 30, 1945.¹

Order in Council P.C. 9384 had replaced the Wartime Wages Control Order, Order in Council P.C. 5963 of July 10, 1942, as amended, but provision was made that applications made to War Labour Boards prior to December 9, 1943, would continue to be dealt with pursuant to the provisions of Order in Council P.C. 5963. Consequently, a number of decisions, though rendered during the period under review, were made in accordance with that Order.

Order in Council P.C. 5963 of July 10, 1942, had in turn replaced the Wartime Wages and Cost of Living Bonus Order, Order in Council P.C. 8253 of October 24, 1941, which was the first mandatory Order and which covered substantially all employers and employees in Canada, wage stabilization and payment of cost of living bonuses having previously been recommended by Order in Council P.C. 7440 of December 16, 1940.

Order in Council P.C. 9384 applied, with a few designated exceptions, to all employers in respect to all employees not above the rank of foreman or comparable rank and in respect to all employees irrespective of rank whose rate of remuneration was less than \$195 per month. The effect of the amending Order in Council P.C. 655 of January 30, 1945, was to bring all employees who on the basis of duties or function might be above the rank of foreman or comparable rank under Order in Council P.C. 9384, if their salary rate was less than \$250 per month.

The Wartime Wages Control Order is administered by the National War Labour Board and by Regional War Labour Boards, one in each of the nine provinces. In May 1943, the Western Labour Board was established by Order in Council P.C. 3870 to administer the Wartime Wages Control Order on defence projects in Alberta, British Columbia, the Yukon and the Northwest Territories in so far as Canadian employees on such projects were concerned.

The wage stabilization policy is an integral part of the Government's economic policy, which includes price control, designed to curb the inflationary tendencies which had first become aggravated in 1941. In furtherance of the stabilization policy, Order in Council P.C. 9384 provided that cost of living bonuses which fluctuated with movements in the cost of living index, and which had been instituted under the previously governing Orders in Council, were to be incorporated into wage rates as from the first payroll period commencing on or after February 15, 1944. This merging had therefore been generally implemented by employers subject to the Wartime Wages Control Order just prior to the beginning of the fiscal year ending March 31, 1945. When Order in Council P.C. 9384 came into force, the Government of Canada declared as its policy that it would take all practical measures to stabilize living costs at the level existing in December 1943, and announced that such policy would be reviewed if any appreciable change in living costs occurred. No such appreciable change occurred during the fiscal year 1944-45.

One of the stated purposes of Order in Council P.C. 9384 was to provide machinery for an orderly rectification of any gross inequalities and injustices

¹ Control of salaries was not overlooked. The Wartime Salaries Order, Order in Council P.C. 9298, November 27, 1941, (amended by Order in Council P.C. 946, February 6, 1942) and The Wartime Salaries Order, Order in Council P.C. 1549, February 27, 1942, which replaced the original Order and the amendment thereto, provided rules to control the amounts of salaries which may be paid to persons above the rank of foreman or comparable rank. The Wartime Salaries Order is administered by the Minister of National Revenue.

Employees of the Dominion Government are not included under the Wartime Wages Control Order. They are covered by special regulations issued and administered by the Treasury Board.

in wage rates in so far as might be found to be possible, consistent with the paramount principles of the maintenance of stability in prices, and the War Labour Boards were given power to authorize or direct wage increases to give effect to that purpose.

THE NATIONAL BOARD

During the period under review, the National War Labour Board comprised the Honourable Mr. Justice M. B. Archibald (Chairman) and Messrs. Leon Lalonde and J. A. Bell as members. Mr. Justice J. C. A. Cameron was appointed Alternate Chairman of the National Board under Order in Council P.C. 6003, dated August 1, 1944.

Activities of the Board.—During the fiscal year ending March 31, 1945, the National and Regional War Labour Boards dealt with 31,129 applications affecting 1,837,600 employees. Of these applications, 28,610 were submitted by employers, 1,205 by employees, and 1,314 jointly by employers and employees. Of the total applications submitted, 190 were dealt with under the provisions of Order in Council P.C. 5963, and to 30,939 applications the provisions of Order in Council P.C. 9384 were applicable.

Table 1 indicates the nature of the applications made under the respective Orders in Council to each War Labour Board (exclusive of the Western Labour Board), and the numbers of employees concerned. (Note that some duplication inevitably exists through the same employees being covered by more than one application.)

Review of Decisions of Regional Boards.—While the administration of the Wartime Wages Control Order is primarily the responsibility of the National Board, that Board in pursuance of authority conferred by the Order has assigned certain duties and responsibilities of administration to the Regional Boards. It is understandable that the Regional Boards might vary in their interpretation and administration of the Order. Order in Council P.C. 8253 and Order in Council P.C. 5963 contained no provision for the review of decisions of Regional Boards by the National Board to secure uniform administration but this responsibility was placed upon the National Board by Order in Council P.C. 9384. Pursuant to that direction, the National Board in the fiscal year 1944-45 had reviewed 28,211 of the Findings and Directions made by Regional Boards. Of these, 2,498 were placed on review, of which 2,288 were passed after further development of the pertinent facts, and in 162 cases the Regional Boards' Findings and Directions made thereon were revoked or amended in some particular. At March 31, 1945, there were 48 of these review cases still outstanding.

Appeals to the National Board from Decisions of Regional Boards.—As with the previous Wage Control Order, provision was made in Order in Council P.C. 9384 by which any person interested in or affected by a decision of a Regional Board may carry appeal to the National Board with certain limitations as to time for lodging such appeal. During the fiscal year ending March 31, 1945, the National Board dealt with 250 appeals from decisions of Regional Boards.

Assistance from Unemployment Insurance Commission.—Early in 1943, a plan was arranged between the National War Labour Board and the Unemployment Insurance Commission under which in all provinces, other than Quebec, Unemployment Insurance Commission Inspectors check on employers in regard to compliance with the Wartime Wages Control Order. In the Province of Quebec, Inspectors attached to the Provincial Minimum Wage Commission and Parity Committees carry out inspections on behalf of the National War Labour Board. In the majority of provinces there are also attached to Regional War Labour Boards one or more inspectors who investigate specific complaints having reference to infringements of the Wartime Wages Control Order and conduct spot examinations.

TABLE 1.—APPLICATIONS RECEIVED BY THE NATIONAL WAR LABOUR BOARD AND REGIONAL BOARDS DURING FISCAL YEAR ENDING MARCH 31, 1945

Board	Wage Increase	New Position and Rate	Vacation with Pay Plan	Welfare Plan	Wage Incentive Plan	Miscellaneous Applications	Total Applications	Determine Rank ¹
National.....C ².....E ³	341 228,524	135 2,268	62 25,761	10 3,244	17 7,214	136 133,607	701 405,618	20 38
Prince Edward Island.....C.....E	155 745	64 743	.....	9 254	2 54	5 112	235 1,908	.....
Nova Scotia.....C.....E	685 7,129	200 1,915	17 9,872	40 3,868	12 6,428	40 5,011	994 34,223	9 24
New Brunswick.....C.....E	659 6,552	312 11,231	17 2,787	25 2,469	13 2,538	21 613	1,047 26,190	3 7
Quebec.....C.....E	3,533 128,923	547 142,061	407 164,230	282 56,750	11 1,198	805 363,671	5,585 856,833	206 737
Ontario.....C.....E	4,791 72,691	1,903 23,559	516 73,205	424 39,885	83 9,362	847 101,700	8,564 320,412	361 820
Manitoba.....C.....E	1,530 12,143	634 1,566	91 4,620	75 5,239	27 704	96 4,803	2,453 29,075	40 88
Saskatchewan.....C.....E	1,854 9,400	568 2,154	25 508	54 4,677	20 1,381	81 2,783	2,602 20,903	33 43
Alberta.....C.....E	1,110 11,383	513 2,816	52 4,704	72 4,641	4 82	110 7,400	1,861 31,026	22 40
British Columbia.....C.....E	3,266 21,391	2,935 23,463	121 4,991	163 15,689	5 201	594 45,677	7,087 111,412	14 18
Totals.....C.....E	17,924 498,881	7,811 211,776	1,308 290,678	1,157 136,726	194 29,162	2,735 670,377	31,129 1,837,600	708 1,815

¹ Determine Rank not included in totals.² C indicates cases.³ E indicates employees involved.

XVII.—INTERNATIONAL LABOUR ORGANIZATION

Canada has been a member of the International Labour Organization since it was created, in association with the League of Nations, under the authority of the Treaties of Peace in 1919 with the object of securing the improvement of industrial conditions throughout the world by legislative action and international agreement. The Department of Labour is therefore charged with important duties arising out of Canada's relations with this Organization, which is an official association of nations, financed by their governments (through contributions of varying proportions) and democratically controlled by representatives of those governments, and by representatives of organized employers and organized workers of the Member States. At the outbreak of the Second World War, it had a membership of fifty-five States, but in the present political situation there are many delicate and even insoluble questions arising which make it practically impossible to give any official list of Member States which would be both legally correct and accurate.

The International Labour Organization comprises: (1) *the General Conference of Representatives of Member States*, which in normal times meets regularly once a year, or oftener if required, and may be considered the legislative body of the Organization; (2) *the International Labour Office*, which is the permanent secretariat as well as a world information centre and publishing house with respect to all questions relating to the international adjustment of conditions of industrial life and labour, and which also prepares draft international labour Conventions, fosters their ratification and watches over their application; and (3) *The Governing Body of the International Labour Office*, which, usually meeting quarterly, is the Executive Council of the Organization, and supervises the Office, prepares the budget, fixes the agenda of the annual sessions of the General Conference, and decides on the measures to be taken to give effect to the resolutions of the Conference.

When war conditions made it impossible for the Organization to discharge its functions in Geneva, its headquarters were, at the invitation of the Canadian Government, temporarily moved to Montreal where, although much hampered by the smallness of its staff and by separation from the records and documents in Geneva, it has been able to resume most of its interrupted activities. Branch offices are still maintained in Washington, London, Paris, New Delhi and Chungking, and a small staff retained in Geneva, while a number of members of the staff have been detached for liaison service in their own countries.

To date, twenty-six sessions of the General Conference have been held since 1919, at all of which Canada has been represented. These "world parliaments" have resulted in the adoption of minimum standards for labour legislation in the form of 67 Draft Conventions and 73 Recommendations covering a wide range of subjects: hours of work; holidays with pay; the protection of women and children; prevention of, and compensation for industrial accidents and occupational diseases; insurance against unemployment, sickness, old age and death; colonial labour problems; protection of migrant workers; conditions of seamen; and many other aspects of the protection of workers' rights and interests. These Draft Conventions and Recommendations are not binding on the Member States but the latter are under obligation to bring them before the authority or authorities within whose competence the matters lie for the enactment of legislation or other action.

All these proposals, therefore, have been submitted to the Law Officers of the Crown in Canada with a view to determining whether they fall within Dominion or Provincial jurisdiction. Those found to be in the latter category were brought officially by the Secretary of State to the attention of the provincial

authorities, but none of them has been applied by all the provinces to date, although examination of the provincial laws has shown that the requirements of some are met in whole or in part by existing legislation.

Although a staunch supporter of the International Labour Organization from the outset, Canada, like other federal countries, is confronted with constitutional difficulties in adopting legislation to give effect to the provisions of many of these I.L.O. proposals. In consequence, to date, Canada has accepted only one Recommendation, that concerning the Communication to the International Labour Office of Statistical or Other Information regarding Emigration, Immigration and the Repatriation and Transit of Immigrants; and has ratified only nine Conventions concerning: (1) Minimum Age for the Admission of Children to Employment at Sea; (2) Unemployment Indemnity in Case of Loss or Foundering of the Ship; (3) Minimum Age for the Admission of Young Persons to Employment as Trimmers or Stokers; (4) Compulsory Medical Examination of Children and Young Persons Employed at Sea; (5) Seamen's Articles of Agreement; (6) Marking of the Weight on Heavy Packages Transported by Vessels; (7) Limitation of Hours of Work in Industry; (8) Weekly Rest in Industry; and (9) the Creation of Minimum Wage-fixing Machinery. Legislation to implement the first six of these Conventions is embodied in the Canada Shipping Act, 1934, which came into effect by proclamation on August 1, 1936. Measures enacted by Parliament in 1935 to give effect to the three last-mentioned Conventions, however, remain inoperative as, following a reference made to the Supreme Court of Canada as to the authority of the Dominion Parliament to enact these measures, the judgment rendered was taken to the Judicial Committee of the Privy Council in London, which declared in January 1937 that all three of these Acts were outside the competence of the Parliament of Canada.

Authority was granted by Order in Council P.C. 1550 of March 20, 1944, for the Minister of Labour to give notice in the House of Commons of a Resolution approving two more Conventions, one concerning the Protection against Accidents of Workers Employed in Loading or Unloading Ships, and the other concerning Statistics of Wages and Hours in the Principal Mining and Manufacturing Industries, including Building and Construction, and in Agriculture, but no further action towards ratification had been taken at the close of the fiscal year under review.

This branch of the work of the Department of Labour necessitates a close study of the various technical questions which appear on the agenda of the different sessions of the International Labour Conference and of the quarterly meetings of the Governing Body, as well as of the meetings of committees of technical experts on various questions of interest to industry and labour, and entails a great deal of correspondence, not only with other departments of the Dominion Government, but also with the Provincial Governments and with employers' and workers' organizations all over the Dominion. Replies to various questionnaires which are circulated on behalf of the International Labour Office are also prepared in the Department.

TWENTY-SIXTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twenty-sixth Session of the International Labour Conference, originally summoned for June 1940, but postponed owing to war conditions, was held in Temple University, Philadelphia, from April 20 to May 12, 1944. It was a meeting of unprecedented scope and importance and was attended by representatives of forty-one Member States of the Organization, the total number of delegates and technical advisers being 360.

The International Labour Conference is a tripartite body, and a complete delegation consists of four delegates: two Government delegates and two representing respectively employers and workers, chosen by the Government in agree-

ment with the most representative employers' and workers' organizations in the country. Each delegate may be accompanied by not more than two advisers for each item on the agenda of the Conference, one at least of whom should be a woman if questions affecting women are to be considered.

The Canadian delegation to this Conference was composed as follows:

Government Delegates: Mr. Paul Martin, K.C., M.P., Parliamentary Assistant to the Minister of Labour, Ottawa; and Mr. Brooke Claxton, K.C., M.P., Parliamentary Assistant to the President of the Privy Council, Ottawa. The Honourable Humphrey Mitchell, Minister of Labour, also attended some of the most important sittings and addressed the Conference on April 21.

Technical Advisers to Government Delegates and Substitute Government Delegates: Mr. Arthur MacNamara, LL.D., Deputy Minister of Labour, Ottawa; Mr. Vincent C. MacDonald, K.C., Assistant Deputy Minister of Labour, Ottawa, and Canadian Government Representative on the Governing Body of the International Labour Office; Mr. Paul E. Renaud, First Secretary, Department of External Affairs, Ottawa; and Mr. Alfred Rive, First Secretary, Department of External Affairs, Ottawa, and substitute Canadian Government Representative on the Governing Body of the International Labour Office.

Technical Advisers to Government Delegates: Hon. J. O. MacLennan, Minister of Labour for Manitoba; Hon. L. D. Currie, Minister of Labour for Nova Scotia; Honourable Charles Daley, Minister of Labour for Ontario; Mr. J. O'Connell-Maher, Associate Deputy Minister of Labour for Quebec; Mrs. Cora Casselman, M.P., Ottawa; Mr. Alfred Charpentier, President of the Confederation of Catholic Workers of Canada, Montreal; Mr. H. C. Goldenberg, Department of Munitions and Supply, Ottawa; Mr. Allan Mitchell, Director, Employment Service and Unemployment Insurance Branch, Department of Labour, Ottawa; Mr. Eric Stangroom, Unemployment Insurance Commission, Ottawa; Mr. George M. Weir, Acting Director of Training, Rehabilitation Branch, Department of Pensions and National Health, Ottawa; and Mr. Walter S. Woods, Associate Deputy Minister, Department of Pensions and National Health, Ottawa.

Substitute Technical Advisers to Government Delegates: Mr. Jean-Pierre Despres, Secretary of the Superior Labour Council of Quebec; Mr. Louis Fine, Chief Conciliation Officer, Department of Labour of Ontario; Mr. Antoine Garneau, President, Health Insurance Commission of Quebec; Dr. Allon Peebles, Director, Research and Statistics Branch, Department of Labour, Ottawa.

Employers' Delegate: Mr. William C. Coulter, President of the Coulter Copper and Brass Company, Limited, Toronto, Ontario.

Technical Advisers to Employers' Delegate: Mr. J. C. Cameron, Professor at Queen's University, Kingston, Ont.; Mr. J. R. Kimpton, Assistant Manager, Department of Personnel, Canadian Pacific Railway, Montreal, Que.; Mr. Hugh W. Macdonnell, Legal Secretary, Canadian Manufacturers' Association, Toronto, Ont.; Mr. Ralph Presgrave, President of J. D. Woods and Gordon Ltd., Toronto, Ont.; and Mr. Allan C. Ross, Ross-Meagher Ltd., and Ontario Vice-President of the Canadian Construction Association, Ottawa.

Workers' Delegate: Mr. Percy F. Bengough, President of the Trades and Labor Congress of Canada, Vancouver, B.C.

Technical Advisers to Workers' Delegate: Mr. W. L. Best, C.B.E., Vice-President and Legislative Representative of the Brotherhood of Locomotive Firemen and Enginemen, and Secretary of the Dominion Joint Legislative Committee, Railway Transportation Brotherhoods, Ottawa; Mr. George Burt, Regional Director, United Automobile Workers of America, Windsor, Ont.;

Mr. Robert Carlin, M.P.P., International Board Member of the International Union of Mine, Mill and Smelter Workers, Sudbury, Ont.; Mr. Norman S. Dowd, Executive Secretary, Canadian Congress of Labour, Ottawa; Mr. Ernest Ingles, Vice-President, International Brotherhood of Electrical Workers, London, Ont.; and Mr. Edward Larose, General Representative, United Brotherhood of Carpenters and Joiners of America, Montreal, Que.

The agenda of the Conference comprised the following items:

1. Future policy, program and status of the International Labour Organization;
2. Recommendations to the United Nations for present and post-war social policy;
3. The organization of employment in the transition from war to peace;
4. Social security: principles, and problems arising out of the war;
5. Minimum standards of social policy in dependent territories.

In addition to these questions, the annual report of the Director was very fully discussed, thirty-two delegates, including Mrs. Cora Casselman, M.P., Canadian Technical Adviser, taking part in the debate. The report of the Committee on Annual Reports by the Member States as to the measures taken to give effect to the provisions of Draft Conventions ratified by them, also received the consideration of the Conference.

Canada was represented on the following committees: Committees on Items 1 and 2 of the agenda by Mr. W. C. Coulter as Vice-Chairman; Committee on Item 3 by Mr. Paul Martin as Chairman; and the Committee on Resolutions by Mr. Norman Dowd.

Both Mr. Paul Martin and Mr. Percy Bengough spoke in plenary sessions during a general discussion of Items 1 and 2.

The first and most important action taken by the Conference, following three full days of discussion in plenary sitting on the first two items of the agenda, was the unanimous adoption of a Declaration of the aims and purposes of the International Labour Organization. This "Declaration of Philadelphia", in the words of President Roosevelt, sums up the aspirations of an epoch which has known two world wars. It reaffirms, among other principles, that "labour is not a commodity", that "poverty anywhere constitutes a danger to prosperity everywhere", and that "it is a responsibility of the International Labour organization to examine and consider all international economic and financial policies and measures" in the light of these fundamental axioms. The Conference further recommended that this Declaration should be reaffirmed as part of the peace settlement and incorporated in any treaty or treaties made by the United Nations.

Other proposals adopted by the Conference took the form of seven Recommendations and twenty-three Resolutions. The Recommendations dealt with: (1) employment in the transition from war to peace; (2) the development of an efficient employment service; (3) proposals with regard to national planning of public works; (4) principles for developing income security schemes; (5) social security for persons discharged from the armed forces; (6) principles for developing medical care services; and (7) social policy in dependent territories.

The Resolutions concerned such questions as: the constitution and constitutional practice of the International Labour Organization and its relationship with other international bodies; the international character of the responsibilities of the Director and staff of the I.L.O.; the holding of a regional conference of the countries of the Near East and Middle East; the establishment of joint industrial committees for the world's main industries; measures for the protection of foreign workers transferred to Axis territory, and of foreign workers' and

employers' organizations; economic policies for the attainment of social objectives; problems involved in labour provisions for internationally-financed development works; social provisions in the peace settlement; co-operation in planning public works in countries under enemy occupation; social insurance rights and related questions in the peace settlement; international administration to promote social security; the action of federal states on Conventions and Recommendations which apply to matters within the competence of their constituent Governments (submitted by Mr. Bengough, Canadian Workers' Delegate); etc.

INTERNATIONAL COMMITTEES OF THE INTERNATIONAL LABOUR ORGANIZATION

The different international committees which have been set up at various periods have given most valuable assistance to the International Labour Office in its diverse tasks. They comprise committees of the Governing Body, mixed committees on which the Governing Body is represented, and committees of experts. Some of these committees are especially qualified to represent the interests and desires of certain categories of workers, manual or non-manual; others are intended rather to aid the Office in various fields of scientific research.

Of the standing committees which have been appointed by the Governing Body, Canada is represented as a full or deputy member of the Committees on Finance, Constitutional Questions, Standing Orders, Employment, Periodical Reports, Cost of Living, and Agricultural Work. These committees are composed exclusively of members of the Governing Body.

Of the various other committees which have been set up, membership in which is not confined to the Governing Body itself, Canada has representation on the following: Mixed Advisory Agricultural; Permanent Agricultural; Management; Public Works; Accident Prevention; Social Insurance; Automatic Coupling; Industrial Hygiene; Workers' Spare Time; Women's Work; Statistical Experts; Unemployment Insurance and Placing; and the Joint Maritime Commission.

The Joint Maritime Commission, the first representative standing commission to be established, is the most important and consists of nine shipowners, nine seamen and two members of the Governing Body. It is the only committee which is not tripartite, as governments are not represented thereon. Its first session was held at Geneva in November 1920, since which time it has been regularly consulted by the Governing Body on all matters of maritime interest, including those placed on the agenda of the special maritime sessions of the International Labour Conference, of which there have been six, resulting in the adoption of fifteen Conventions and eight Recommendations for the regulation of maritime employment.

The shipowners of Canada are represented on the Commission by Mr. A. L. W. MacCallum, Shipping Federation of Canada, Montreal; while the seamen of Canada have a deputy member on the Commission in the person of Mr. W. A. MacDonald, National Association of Marine Engineers, Halifax, N.S.

MEETINGS DURING THE YEAR

The Joint Maritime Commission held its thirteenth Session in London from January 8 to 12 inclusive. It was presided over by Mr. Carter Goodrich, Chairman of the Governing Body and ex-officio Chairman of the Commission. Including advisers, 62 persons of 15 different nationalities took part in the deliberations. The main topic of discussion was the proposed "Seafarers' International Charter", drafted by the International Transport Workers' Federation (Seamen's Section) and the International Mercantile Marine Officers' Association. A resolution was unanimously adopted to recommend to the Governing Body: (1)

that a preparatory technical conference of maritime countries be held in October 1945 to prepare drafts on (a) wages; hours; manning; (b) leave; (c) accommodation; (d) food and catering; and (e) recognition of seafarers' organizations; (2) that these drafts should be submitted to a special maritime session of the International Labour Conference to be convened as soon as practicable thereafter; and (3) that meanwhile the Governing Body authorize special committees of the Joint Maritime Commission, with the addition of Government representatives, to examine and report upon (a) continuous employment; (b) social insurance; and (c) entry, training and promotion.

The Committee on Constitutional Questions, which had been appointed by the Governing Body at its Ninety-third Session in Philadelphia, held its first meeting from January 13 to 25, 1945, in London, under the chairmanship of Mr. Paul Martin. The Committee considered the question of the relationship of the International Labour Organization to the new international organization envisaged by the Dumbarton Oaks proposals and then presented a unanimous recommendation to the Governing Body for adoption, affirming "the desire of the International Labour Organization for association with the general international organization now contemplated on terms which will permit the International Labour Organization, with its tripartite character, to make its best contribution to the general effort of the organization of international machinery for the better ordering of a peaceful and prosperous world while retaining for the International Labour Organization the authority essential for the discharge of its responsibilities under its Constitution and the Declaration of Philadelphia".

The Committee also gave preliminary consideration to the question of re-equipping and remodelling the Organization with a view to securing the fullest efficiency in the discharge of its future responsibilities, and submitted to the Governing Body recommendations for the amendment and codification of the Standing Orders of the International Labour Conference. The suggested amendment is designed to permit the attendance at the Conference as part of national delegations of representatives of the constituent states or provinces of the federal State. This would remove a difficulty experienced by Canada and other federal States in finding places among the number of technical advisers allowed by the Constitution for both technical advisers from federal departments concerned and representatives of the provinces which may sometimes have a large measure of responsibility for the practical application of Conference decisions.

The Employment Committee, which was also set up by the Governing Body at its Ninety-third Session in Philadelphia, has for its main duty the examination and consideration of international economic and financial policies and measures from the point of view of employment, and the reporting thereon to the Governing Body. This Committee met in London on January 22, 1945, and, after an exchange of views on the meaning of "full employment" and a general discussion on the work which it should undertake in carrying out the tasks entrusted to it, adopted a number of resolutions in this connection for the consideration of the Governing Body, including one with respect to the problems of the unemployment of disabled workers and their physical and industrial rehabilitation. It also recommended that the Economic, Financial and Transit Department of the League of Nations and UNRRA be invited to send representatives to future meetings of the Employment Committee in an advisory capacity.

Sessions of the Governing Body of the International Labour Office.—The Governing Body, which is the Executive Council of the Organization, consists of 32 members: sixteen representing governments, eight representing employers, and eight representing workers. Six of the government members, two of the employers' members and two of the workers' members must belong to non-European states.

Of the sixteen representing Governments, eight are appointed by the Member States which the Council of the League of Nations has decided are the eight of "chief industrial importance", and eight are appointed every three years by the Member States selected for that purpose by the Government delegates to the International Labour Conference, excluding the Government delegates of the eight chief industrial States. The eight countries holding *permanent* seats on the Governing Body by reason of their industrial importance are: Belgium, Canada, China, France, Great Britain, India, the Netherlands and the United States of America. The eight countries holding *elective* seats are: Brazil, Chile, Mexico, Norway, Poland, Yugoslavia, Peru and Greece.

The Employers' and Workers' representatives are also elected every three years by their respective delegates to the International Labour Conference.

Although in normal times the Governing Body is elected triennially by the International Labour Conference, and the last election before the war took place in 1937, it was not possible to hold another election until May 5, 1944, when it was decided that the mandate of Governments and persons occupying elective seats would not be extended beyond the next ordinary session of the Conference.

Mr. Arthur MacNamara, LL.D., Deputy Minister of Labour, was appointed Canadian Government Representative on the Governing Body in December, following the retirement of Mr. V. C. MacDonald, K.C. Canada is represented also in the Workers' Group by Mr. Percy Bengough, President of the Trades and Labor Congress of Canada, Vancouver, and has a deputy membership in the Employers' Group through Mr. H. W. Macdonnell, Secretary of the Industrial Relations Committee of the Canadian Manufacturers' Association, Toronto.

During the fiscal year under review, the Governing Body was able to hold three regular meetings: its Ninety-second Session during the first half of the Philadelphia Conference, its Ninety-third on May 13 and 14, also in Philadelphia, and its Ninety-fourth in London, from January 25 to 31.

The most important actions taken at the Ninety-second Session were: to decide against making any change in the system by which the I.L.O.'s budget is voted and collected; to appoint China to fill a vacancy among the eight non-elective Governing Body seats reserved for Member States of chief industrial importance; announcement of a formal application from Marshal Pietro Bagdolio, the Italian Premier, for the readmission of Italy to the International Labour Organization; and the election by the electoral colleges of the three constituent groups of a new Governing Body to hold office until the next regular session of the Conference.

At its Ninety-third Session a committee of 18 members was established to report to the Governing Body on the various constitutional questions which had not been dealt with by the Philadelphia Conference. The Government of Canada has representation on this Committee. A committee of nine, all members of the Committee on Constitutional Practice, was appointed to represent the I.L.O. in any negotiations with other international organizations which may become necessary before the Twenty-seventh Session of the Conference. A Committee on Employment, of which Mr. Paul Martin was appointed Chairman, was set up to guide "the activity of special bodies like the International Public Works Committee", and to advise the Governing Body "as to what recommendations might be made to Governments, or to other public international organizations whose activities affect the employment situation".

The Ninety-fourth Session of the Governing Body was held in London, England, from January 25 to 31, 1945. As neither Mr. Arthur MacNamara, Canada's representative on the Governing Body, nor his regular substitute, Mr. Alfred Rive of the Department of External Affairs, could be absent from Ottawa at that time, Mr. Paul Martin, K.C., M.P., Parliamentary Assistant

to the Minister of Labour, attended this Session as substitute Government representative. Mr. Percy Bengough, the Canadian Workers' representative, was also in attendance.

At the opening sitting, Mr. Ernest Bevin, British Minister of Labour and National Service, referring to the place of the International Labour Organization in the post-war world, said that the British Government desired to put the Organization as high as possible in the scale of world organizations, and expressed the view that as the Organization was tripartite, it must not be made subordinate to the proposed Economic and Social Council, but rather must work on parallel lines so that the views of industry, together with the economic repercussions of any proposals, might be considered by the world organization on equal terms. This point of view was strongly supported by Mr. Paul Martin on behalf of the Government of Canada.

The Governing Body considered and adopted both the report of the Employment Committee and that of the Committee on Constitutional Questions, referred to above.

Maritime questions also came up for consideration and it was decided to convene in November a Preparatory Technical Tripartite Meeting of nineteen maritime countries, including Canada, to consider the proposals outlined above in the resolution adopted by the Joint Maritime Commission; also to convene a Maritime Session of the International Labour Conference early in 1946. A decision was also taken to set up two small special committees to deal respectively with (a) social insurance for seamen; (b) continuous employment; and (c) entry, training and promotion. Finally, the Governing Body approved the preparation of an international handbook on accommodation on board ship, appointed a delegation from the Joint Maritime Commission to attend a proposed diplomatic conference on the revision of the Convention on Safety of Life at Sea, and decided to refer to Governments a resolution moved by the seamen's representatives concerning Indian seamen.

By a vote of 21 to 8 (the employers' spokesmen being solidly in opposition), it was decided to set up seven international tripartite industrial committees covering the following industries: building, civil engineering and public works; coal mining; inland transport; iron and steel production; metal trades; petroleum production and refining; and textiles. Canada is to be represented on all seven committees.

The Governing Body gratefully accepted the invitation of the Canadian Government to hold its Ninety-fifth Session at Quebec in June, and also the invitation of the French Government to hold the Twenty-seventh Session of the International Labour Conference in or near Paris in October.

APPENDIX

REPORT OF THE COMMISSIONER OF THE COMBINES INVESTIGATION ACT FOR THE YEAR ENDING MARCH 31, 1945

May 15, 1945.

HONOURABLE HUMPHREY MITCHELL,
Minister of Labour,
Ottawa.

Sir,—I have the honour to submit the following report of proceedings under the Combines Investigation Act during the fiscal year ending March 31, 1945.

The Combines Investigation Act, R.S.C., 1927, c. 26, "An Act to provide for the Investigation of Combines, Monopolies, Trusts and Mergers", provides facilities for the investigation of trade combinations and monopolies which may be alleged to have operated in restraint of trade and to the detriment of the public. Organizations or commercial arrangements of this class which operate to the detriment of the public by enhancing prices, fixing common prices, restricting competition, limiting production or otherwise restraining or attempting to restrain trade, are defined in the Act as combines. Participation in the formation or in the operation of a combine is an indictable offence, subject to penalties up to \$25,000 or two years' imprisonment. Prosecutions for alleged offences may be undertaken at the instance of the Attorney General of a province or the Attorney General of Canada. Investigation into any alleged combine may be made by the Commissioner of the Combines Investigation Act or by a special commissioner appointed by the Governor in Council to conduct the investigation. The Act provides for reduction or removal of customs duties by the Governor in Council when, as a result of an investigation under the Act or a court judgment, it appears that with regard to any article of commerce there exists any combine to promote unduly the advantage of manufacturers or dealers at the expense of the public, and if it appears that such disadvantage to the public is facilitated by existing rates of customs duties. The Combines Investigation Act was amended in 1935 and 1937.

A survey designed to secure information regarding the existence and operations of international cartels and related trade combinations affecting Canadian interests was undertaken during the year. The subjects of inquiry were outlined as follows in your letter of instructions of May 22, 1944, addressed to me as Commissioner of the Combines Investigation Act:

Problems relating to international trade combinations such as international cartels and international patent arrangements have assumed great significance because of the possible effect of such arrangements on employment and domestic and foreign trade. Already international discussions on the expert level have brought forward proposals on which we are not as yet in a position to give an informed judgment.

No comprehensive study has been made in Canada of the various aspects of the problems involved and no steps have been taken to assemble information which will be necessary before sound conclusions can be reached. Questions in regard to international trade combinations are continually being raised and no time should be lost in gathering adequate information as to the character and activities of international trade combinations and in considering possible measures of control.

As there is no legislation in Canada which applies to international cartels as such it is highly desirable that study be given in advance to

existing Canadian legislation in regard to trade combinations in their general aspects and to what further measures might be adopted to deal specifically with international trade combinations.

Preliminary discussions on the relationship of cartel problems to other post-war economic problems have already taken place with officers of the Department of External Affairs, members of the Advisory Committee on Economic Policy and others. Dr. W. C. Clark and Dr. W. A. Mackintosh, chairman and vice-chairman of the Advisory Committee, have recommended that the necessary inquiries should be made without delay. I think they should be made under the general direction of yourself as Commissioner of the Combines Investigation Act in consultation with Dr. Mackintosh and Mr. J. J. Deutsch of the Department of External Affairs with such assistance as may be found necessary. In this connection I approve the suggestion that Mr. J. C. McRuer, K.C., of Toronto and Professor V. W. Bladen of the University of Toronto should be retained. I am writing to Mr. St. Laurent to-day to ask if he will make Mr. McRuer's services available. With these arrangements I hope it will be possible to proceed with the work with as little delay as possible.

What is here suggested is a study rather than a public inquiry. Its objective should be to secure basic information on which suitable government policy might later be based and in this respect would be in contrast to specific investigations to secure evidence of alleged offences. At various stages in the course of the inquiry it would be desirable to discuss with members of the Economic Advisory Committee the information obtained and recommendations suggested. In general I suggest that the study might proceed along the following lines:

Study the natures and operations of international trade combinations in relation to Canadian interests and the measures which exist for their control. Such a study would include international patent arrangements. The committee should endeavour to find out to what extent policies followed by such trade combinations have affected employment or the operations of business enterprises in Canada or may affect them in the future. Attention should also be given to the effects of such arrangements on Canadian import and export trade and possible effects in the post-war period.

Study the extent to which activities of such international trade combinations are affected by existing Canadian legislation and what further measures may be necessary to safeguard the public interest. In this phase of the study consideration should be given to the possibilities of international collaboration in the control of cartels.

Study the relationships that may exist between international and domestic trade combinations and make recommendations of necessary changes in existing legislation affecting combinations of either type.

Associated with the Commissioner in this inquiry are Mr. Justice J. C. McRuer, now of the Ontario Court of Appeal, Dr. W. A. Mackintosh of the Department of Reconstruction, Prof. V. W. Bladen of the University of Toronto, Mr. G. D. Mallory of the Department of Trade and Commerce and Mr. J. A. Chapdelaine of the Department of External Affairs. Mr. J. J. Deutsch of the Department of External Affairs was connected with the inquiry until his resignation from the government service in the latter part of the fiscal year. In an interim report submitted in November 1944, it was recommended that the study be continued by securing information directly from firms and associations in Canada possessing first-hand knowledge of the operations or effects of international cartels in relation to Canadian trade and industry. A substantial amount of additional data is being secured accordingly for analysis and consideration of recommendations.

Preliminary proceedings before the Exchequer Court were conducted during the year in an action to impeach certain optical goods patents, arising from an earlier investigation under the Combines Investigation Act. A judgment by the President of the Exchequer Court on March 25, 1945, granted a motion by defendants for severance of the action against the several defendants in whom the respective patents were vested.

In proceedings by the City of Toronto to claim fines of \$176,000 paid by convicted members of combines in the manufacture and sale of fibreboard boxes and related products, an appeal by the City to the Judicial Committee of the Privy Council from a judgment of the Ontario Court of Appeal, which held that the fines were payable to the Receiver General of Canada, was pending for hearing at the end of the fiscal year.

The increase in inquiries regarding matters likely to fall within the scope of the Combines Investigation Act once peacetime production is resumed, which was noted in the preceding annual report, continued during the past year. Announcement by the Wartime Prices and Trade Board that all orders prohibiting or restricting the production of finished civilian articles would be removed as promptly as possible, and the cancellation of certain restrictive orders, has been a factor in promoting public discussion and planning in anticipation of the re-establishment of peacetime business practices on a free economy basis. In a public address in which it was pointed out that regulations to enforce competition are among the increasingly important means of government assistance in maintaining a high level of post-war national income and employment, the Chairman of the Wartime Prices and Trade Board stated with reference to the Board's restrictions imposed on civilian production and on the commencement of new businesses:

In some cases the continuance of such controls beyond the emergency would have the effect of restricting competition and production, and of strengthening the position of established businesses. I think you will agree that this would be most undesirable. To create a healthy and prosperous economy more competition and more freedom for newcomers to start up in business is needed—not less. That is one of the principal reasons why such controls have to be eliminated as soon as feasible and before the emergency is quite gone rather than after.

It has been increasingly emphasized, both by private enterprise and in plans for appropriate government policy, that the maintenance of a high level of domestic employment and income and the necessary expansion in exports will be conditioned in large part by the degree to which competition is active in leading to the development of new opportunities, the lowering of prices and the improvement in products. The maintenance of conditions which will permit competition to exercise its stimulating force is the basic principle underlying the legislation barring undue restraints on trade. Attention is being given to adapting the organization and nature of operations under the Combines Investigation Act to the need for providing further safeguards against the development and exercise of monopolistic restraints of trade in the post-war period.

Yours faithfully,

F. A. MCGREGOR,
Commissioner, Combines Investigation Act.

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DOMINION OF CANADA

REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1946

1945/46



OTTAWA
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OTTAWA
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1947

To His Excellency Field Marshal the Right Honourable the Viscount Alexander of Tunis, K.G., G.C.B., G.C.M.G., C.S.I., D.S.O., M.C., LL.D., A.D.C., Governor General and Commander-in-Chief of the Dominion of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1946, all of which is respectfully submitted.

HUMPHREY MITCHELL,
Minister of Labour.

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1946

TO THE HONOURABLE HUMPHREY MITCHELL,
MINISTER OF LABOUR.

SIR,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ending March 31, 1946.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR MACNAMARA,
Deputy Minister of Labour.

October 1, 1946.

I.—HISTORY OF THE DEPARTMENT IN WARTIME

Although V-E Day came early in the fiscal year ending March 31, 1946, war conditions prevailed until August 15, 1945, on which date hostilities against Japan came to an end. The balance of the fiscal year was characterized by conditions determined, in part, by the long conflict, and, in part, by efforts to return to a peacetime economy.

The pressure of wartime activities gave a changing emphasis to the work of the Department of Labour. Broadly speaking, its principal functions during the years of war related to labour supply and placement, special features of reinstatement and re-establishment, vocational training, wage control, industrial relations, and the administration of National Selective Service Civilian and Mobilization Regulations.

Cessation of hostilities caused an immediate change in the work of the Department. Manpower controls under National Selective Service which had operated up to the time when military operations ceased in the various theatres of war were mainly revoked or cancelled during the fiscal year under review. Special stress was placed by the Department on the re-establishment of ex-service personnel and on the absorption of workers in war industries into production in peacetime industries and services.

The history of the regular peacetime functions of the Department, which was given in the Annual Report of the Department for the fiscal year ending March 31, 1944, is not repeated in this Report. These peacetime functions include activities under the Conciliation and Labour Act, the Industrial Disputes Investigation Act, the Fair Wages and Hours of Labour Act, the Government Annuities Act, together with activities connected with the National Employment Service, Research and Statistics, the *Labour Gazette* and Labour Legislation. These regular functions of the Department were, of course, continued during the war, modified and expanded where necessary. For the fiscal year under review they are described in subsequent Chapters.

Administration of the Combines Investigation Act, under the administration of the Minister of Labour since 1923, was transferred to the Minister of Justice during the fiscal year.

GENERAL EXPANSION¹

As might be expected, great changes have taken place in the work of the Department of Labour since the outbreak of war in September 1939. Generally speaking, there has been a considerable expansion in the activities of the established branches of the Department. In addition, the Department has undertaken many new functions and responsibilities necessitating the setting up of several new branches and of administrative and advisory boards acting under authority of the Minister of Labour. This expansion is reflected in the marked increase in the staff employed by the Department. At the outbreak of war there were some 210 persons on the staff, whereas on March 31, 1946, there were 1,403¹.

WAR EMERGENCY TRAINING

One of the first wartime demands made upon the Department was in the field of vocational training, and the Youth Training Act 1939 was expanded to meet the shortage of skilled and semi-skilled workers arising out of the flow of men into the Armed Forces and the development of war industries. This work was carried on in co-operation with the provinces. On the expiry of this Act in 1942, the Vocational Training Co-ordination Act was passed providing for a more extensive program of training, which at the present time includes provision for rehabilitation training of ex-service personnel. Under this Act, the Minister of Labour is authorized, subject to approval of the Governor General in Council, to enter into an agreement with any province to provide any form of vocational training specified in the Act. In January 1944, by Order in Council P.C. 8993, the Minister of Labour was authorized under the authority of the Act to enter into agreements with the provinces for a term not in excess of ten years to assist the provinces in the extension and operation of apprentice training. By Order in Council P.C. 1976, March 21, 1944, the name of the training program was altered to "Canadian Vocational Training"—a title more in keeping with the co-operative and national features of the program and emphasizing long-range, post-war aspects rather than war emergency activities. By Order in Council P.C. 1648, March 8, 1945, provision was made for Dominion financial assistance to the provinces, under Dominion-provincial agreements, for vocational training on the secondary school level. Order in Council P.C. 1388, March 8, 1945, provided for Dominion financial assistance to the provinces, under Dominion-provincial agreements, in the training of industrial workers released from gainful employment and referred for such training by the Unemployment Insurance Commission. During the fiscal year under review, War Emergency Training Agreements, Youth Training Agreements and Assistance to Vocational Schools Agreements were in effect in all provinces. Apprenticeship Agreements were in effect in all provinces, except Prince Edward Island and Quebec, and Agreements for the re-training of workers released from industry were completed with the Provinces of British Columbia, Alberta, Saskatchewan and Nova Scotia. In the administration of this Act the Minister of Labour is assisted by a Vocational Training Advisory Council on which the Trade Unions and employers are equally represented.

¹ This figure does not include staff of the National Employment Service or of the Unemployment Insurance Commission, in which at March 31, 1946, there were 9,896.

PERSONNEL MANAGEMENT

To meet the growing need in industry an Order in Council was passed in March 1942, providing for the establishment of practical courses on personnel management. Such courses were instituted in a number of Canadian universities under the general supervision of a Director of Personnel Training responsible to the Minister of Labour. Towards the close of 1944, it was decided that no further courses would be sponsored under this program after January 1, 1945, as the requirements of most war and essential industries had been met.

NATIONAL LABOUR SUPPLY COUNCIL

In 1940, in response to the general labour shortage which was making its appearance, a National Labour Supply Council was appointed to advise the Minister of Labour and the War Manpower Committee of the Cabinet, of which the Minister of Labour was Chairman, on matters relating to labour supply. This Council was discontinued after the appointment of the National War Labour Board in October 1941.

COMMITTEE ON LABOUR CO-ORDINATION

Concurrently with the National Labour Supply Council, an Interdepartmental Committee on Labour Co-ordination was appointed to correlate the manpower requirements of the several Government Departments concerned.

NATIONAL SELECTIVE SERVICE CIVILIAN REGULATIONS

In March 1942, National Selective Service Regulations were introduced to enable the Minister of Labour, through the Director of National Selective Service, to direct civilian labour supply in order to meet the requirements of war and essential civilian industries. The Interdepartmental Committee on Labour Co-ordination formed the nucleus of the National Selective Service Advisory Board appointed to advise the Director of National Selective Service and, as the functions of this Committee were thus absorbed, the Committee, as such, was discontinued.

TRANSFER OF NATIONAL REGISTRATION AND MOBILIZATION MACHINERY

In March 1942, National Registration, which since its introduction in 1940 under the Department of National War Services had laid the foundation for National Selective Service, was transferred to the Department of Labour. In December 1942, the Mobilization machinery set up under the National Resources Mobilization Act of 1940 was also transferred to the Department of Labour.

NATIONAL SELECTIVE SERVICE OPERATIONS

Manpower controls were thus centralized in a single government department, the Minister of Labour becoming responsible for the administration of National Selective Service Civilian and Mobilization Regulations. Mr. A. MacNamara, C.M.G., LL.D., held the position of Director of National Selective Service from November 1942; at the time of his appointment to this position, Mr. MacNamara was Associate Deputy Minister of Labour, and in January 1943, he was appointed Deputy Minister of Labour, retaining the position of Director of National Selective Service. For administration purposes, various directorates were created and included the following: mobilization; labour priorities; agriculture, forestry and fisheries; war and heavy industries, including mining, coal mining and transportation; essential civilian services; employment of women; employment service; alternative service (employment of conscientious objectors).

The use of prisoners of war in essential employment outside internment camps was authorized by Order in Council in May 1943. Under this Order, the Minister of National Defence made prisoners of war available to the Minister of Labour, who assumed responsibility for their employment, security and welfare. The Minister of Labour entered into contracts with employers for the employment of prisoners of war under approved conditions.

National Selective Service was administered by the Director of National Selective Service with the assistance of an Administration Board, composed of the Associate Directors of National Selective Service in charge of the various functions of National Selective Service as enumerated above.

In matters of policy the Director of National Selective Service was advised by a National Selective Service Advisory Board, which included representatives of all Government Departments concerned with manpower questions, and on which management and labour were equally represented. Members of the Administration Board were also members of the Advisory Board, while the official Director of Planning acted as secretary to both Boards. In order to provide for flexibility in National Selective Service administration, five regional directorates were established, covering the following areas: the Maritimes, Quebec, Ontario, Prairies and Pacific. In each region National Selective Service Advisory Boards advised the Regional Director on matters of policy. Labour and management were represented on these Boards, in addition to the Departments of Government concerned with manpower.

For the administration of National Selective Service Civilian Regulations provision was made by Order in Council P.C. 7994, September 4, 1942, whereby the Minister of Labour was enabled to utilize for the duration of the war the regional and local offices of the Unemployment Insurance Commission, known as the Employment Service and Unemployment Insurance Branch. By Order in Council P.C. 8999, November 29, 1944, which amended Order in Council P.C. 7994, the Minister of Labour was authorized to utilize the personnel and premises of the Unemployment Insurance Commission for the administration of "necessary measures undertaken by the Department of Labour for re-establishment in employment of war veterans and civilian war workers". Under an amending Order in Council P.C. 7377, December 21, 1945, the authority for this arrangement was carried forward to March 31, 1946. The Employment Service had been set up under the Unemployment Insurance Act of 1940, which provided for the creation of a Dominion employment service with regional and local offices, thereby superseding the Employment Offices Co-ordination Act of 1918.

The Commission's Courts of Referees, on which labour and management had equal representation, set up to deal with unemployment insurance benefit claims, functioned as courts of appeal from directions issued by National Selective Service officers. In addition, under this arrangement the Minister of Labour had the benefit of the advice of the National Employment Committee and its regional and local counterparts which the Commission set up to give advice on employment matters.

Manpower controls under National Selective Service operated up to the time when military operations ceased in the various theatres of war. These controls were mainly revoked or cancelled during the fiscal year under review, as set forth in Chapter III of this Report. Prior to the end of hostilities the Government had announced a policy of abolishing these controls as soon as the need for them disappeared.

TECHNICAL PERSONNEL

In February 1941, the Wartime Bureau of Technical Personnel was established in co-operation with the Engineering Institute of Canada, the Canadian Institute of Mining and Metallurgy, and the Canadian Institute of Chemistry, to organize the effective placement of technical personnel in war industries and

to co-operate with the Civil Service Commission in arranging for their placement in Government service. One of the chief functions of the Bureau during the war was co-operation with the technical branches of the Armed Forces and the universities in meeting the priority requirements of the Armed Forces for technical officers. The Bureau is guided by an Advisory Board consisting of representatives of the Institutes named above, the Canadian Manufacturers' Association, Canadian universities and provincial professional associations. The Bureau is intimately associated with the training of university students and conferred with the University Advisory Board appointed by the Minister of Labour to advise him on university matters during wartime.

SHIPOLOADING OPERATIONS AT EASTERN PORTS

Owing to heavy increase in shiploading operations at the port of Halifax, the Government, early in 1942, through the Department of Labour, launched a plan under which the activities of all companies concerned with shiploading operations were co-ordinated by a Controller of Loading Operations. A Central Dispatching Agency (Hiring Hall) was created through which the regular longshore working forces were hired. Later, a Reserve Labour Pool of Longshoremen was created at Halifax and arrangements completed for the use of military Port Companies when operations exhausted available civilian labour supply. Longshoremen registered at the Dispatching Agencies and in the Reserve Pool received a guaranteed minimum weekly wage.

Order in Council P.C. 5980, September 11, 1945, effective November 3, 1945, revoked the Stabilization of Longshore Labour Order, Order in Council P.C. 5161 June 25, 1943.

SPECIAL REGULATIONS

In addition to administration of Selective Service Regulations, the Department was responsible for the administration of a number of other Orders in Council dealing with special aspects and problems in the field of labour supply.

MOBILIZATION

The National War Services Regulations, 1940, (Recruits) were originally administered by the Department of National War Services, with 13 Mobilization Divisions and a Mobilization Board and a divisional registrar for each area. An Order in Council was passed in September 1942, (effective December 1, 1942), which provided for the transfer of the administration of the National War Services Regulations, 1940 (Recruits) to the Minister of Labour. On the date when the transfer became effective the Regulations were re-issued under the title of National Selective Service Mobilization Regulations. In this way the former Regulations were adapted to conform to the change in administration. All mobilization machinery was also transferred to the Department of Labour on December 1, 1942.

An outline of mobilization activities within the fiscal year under review, together with a detailed account of the changes which were made in National Selective Service Mobilization Regulations in keeping with the ending of hostilities in the various theatres of war, will be found in Chapter III, Section (2), of this Report.

CONTROL OF JAPANESE POPULATION

In March 1942, the British Columbia Security Commission was appointed. Acting under the direction of the Minister of Labour, the Commission was charged with the task of evacuating all persons of the Japanese race from certain strategic areas of British Columbia and of arranging for their settlement else-

where. The evacuation was concluded early in 1943, and the Commission, having made its report, was dissolved. The powers of the Commission reverted to the Minister of Labour, and for administrative purposes were vested in a Commissioner of Japanese Placement, with head office at Vancouver.

An account of the activities connected with the dual program of relocation and repatriation of persons of Japanese ancestry, within the fiscal year under review, is given in Chapter XIII of this Report.

WAGE CONTROL

At the outbreak of war the Government took initial steps to combat the inflationary forces which experience had shown to be a natural corollary of uncontrolled economies in wartime.

Among other steps taken, a series of Orders in Council were issued to provide for a system of wage and salary control covering substantially all gainfully employed persons in Canadian industry. Order in Council P.C. 7440 of December 16, 1940, was the first of this series, and the latest, the Wartime Wages Control Order of December 1943, P.C. 9384, as amended by Order in Council P.C. 1727, March 13, 1944, Order in Council P.C. 3277 of May 4, 1944, Order in Council P.C. 655 of January 30, 1945, and Order in Council P.C. 348, January 31, 1946.

Order in Council P.C. 1549, February 27, 1942, as amended, applies to managerial and executive salaries.

The Wartime Wages Control Order is administered by the National War Labour Board and nine Regional (provinces) War Labour Boards. The Wartime Salaries Order is administered by the Minister of National Revenue.

While not a part of the administration of the Department of Labour, the work of the National and Regional War Labour Boards in its nature is not unrelated to the administration of the Department.

The National Board is charged with the general responsibility of the administration of the Wages Order, including the supervision, direction and control of the work of the Regional Boards. Accordingly, the Board also acts as a Court of Appeal from decisions of the Regional Boards. In addition, the Board arranges for an examination of the decisions of Regional Boards in order to provide for uniformity in the administration of the Wages Order throughout Canada. Such duties are in addition to the Board's functions as the body to which applications are made, involving employment with employers or industries which are interprovincial or international in character or are regarded as "national employers" for this purpose.

The National Board may, on its own initiative or on the direction of the Minister of Labour, investigate wage conditions and labour relations in Canada and report thereon to the Minister. During the summer of 1943 the Board undertook such a review.

The National Board is constituted as a three-man Board with a committee, the National War Labour Committee, on which are employer and employee representatives serving in an advisory capacity.

In May 1943, the Western Labour Board was established by Order in Council P.C. 3870 to administer the Wartime Wages Control Order on defence projects in Alberta, British Columbia, the Yukon and the Northwest Territories, in so far as Canadian employees on such projects were concerned. The Board, composed of one representative each of employers and employees for each of the Provinces of Alberta and British Columbia, a representative of National Selective Service, and an impartial chairman, continued to function until March 31, 1946, when it was disbanded.

FAIR WAGES POLICY

Under Order in Council P.C. 6801, November 23, 1940, Regulations were made under the Fair Wages and Hours of Labour Act 1935, and the Deputy Minister of Labour was made responsible for the enforcement of wage rates specified in fair wages schedules. Order in Council P.C. 3884, May 1941, raised the minimum rates to be paid in the case of contracts for manufacture of Government supplies and equipment to 35 cents per hour for males and 25 cents per hour for females, 18 years and over, and Order in Council P.C. 7679, October 1941, made these conditions applicable to all employees in an establishment of any employer engaged in the manufacture of supplies and equipment on Government contract.

With the passing of the first Wage Control Order, P.C. 8253, October 24, 1941, and the establishment of the National War Labour Board, the administration of the Government's Fair Wages Policy was transferred to that Board and remained there until the revised Wage Control Order, Order in Council P.C. 9384, December 1943, was passed, when it was transferred to the Industrial Relations Division of the Department of Labour.

The Western Labour Board, established in May 1943, continued to be responsible until March 31, 1946, for the administration of the Fair Wages and Hours of Labour Act 1935, in Alberta, British Columbia, the Yukon and the Northwest Territories, in so far as the Act related to projects otherwise within its jurisdiction for wage purposes. The Western Labour Board was disbanded on March 31, 1946.

The responsibility for concurrence in the recommendations for the establishment of prevailing rates of pay for prevailing rates employees of the Government was also transferred to the Department of Labour.

INDUSTRIAL RELATIONS

In the early weeks of the war the field of the Industrial Relations Branch was greatly enlarged by the extension of the Industrial Disputes Investigation Act to all industries producing supplies and rendering services in connection with the war.

This extension of the Act resulted in a marked increase in the number of applications for Boards of Conciliation. In many instances the disputes leading to these applications were not of a nature to justify the appointment of Boards. Therefore, provision was made for the appointment of Industrial Disputes Inquiry Commissions, consisting of one or more members, to inquire into the circumstances surrounding such disputes and either to effect a settlement or advise the Minister whether the establishment of a Board of Conciliation and Investigation is warranted.

On January 19, 1943, Order in Council P.C. 496 was passed authorizing the Minister of Labour to appoint a Commission to investigate any situation which, while not likely to lead to a strike or lockout, nevertheless tended to interfere with production. Such a Commission was to report its findings to the Minister, who would take any steps he deemed necessary to remedy the situation.

In February 1944, the Wartime Labour Relations Regulations, Order in Council P.C. 1003, were passed largely suspending the Industrial Disputes Investigation Act and all Orders in Council relating thereto, while the new Order is in force, and substituting for the Act specific Regulations governing labour relations in war industries. These Regulations do not cover disputes having to do with wage questions.

The Regulations are administered, at the national level, by a Wartime Labour Relations Board (National) and, in the case of seven provinces, under Dominion-provincial agreements by Provincial Boards or administrative agencies agreed upon by the Dominion and the provincial authorities. The National

Board is composed of an equal number of employer and employee representatives with impartial chairman and vice-chairman. The Director of Industrial Relations, Department of Labour, acts as chief executive officer.

Chapter V of this Report includes a statement of the new legislative basis of the Regulations as from December 28, 1945, and a summary of the Dominion-provincial agreements relating to Order in Council P.C. 1003.

INDUSTRIAL PRODUCTION CO-OPERATION BOARD

The Department has endeavoured to encourage the growth of labour-management production committees in war industries in order to facilitate production by improving industrial relations. In January 1944, an Order in Council, sponsored jointly by the Department of Reconstruction and Supply and the Department of Labour, created the Industrial Production Co-operation Board, which replaced the former Interdepartmental Committee on Labour-Management Committees. To assist this Board an advisory committee has been set up, on which employers and employees are equally represented.

RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

Provision for the reinstatement in civilian employment of persons discharged from the Armed Forces was made under the War Measures (Civil Employment Reinstatement) Regulations, passed in June 1941. In 1942, the Reinstatement in Civil Employment Act was passed, and subsequently the Minister of Labour was made responsible for its administration and enforcement. Personnel provided by the Employment Service and Unemployment Insurance Branch perform the actual details of administration. Reinstatement Regulations under the Act were approved by Order in Council P.C. 77, January 11, 1945. During the fiscal year under review, the provisions were extended to include those on active service in the war then in progress in the naval, military or air forces of any of the United Nations who were employed in Canada prior to September 9, 1939.

Canadian vocational training has been expanded to include rehabilitation vocational training for ex-members of the Armed Services. This vocational and pre-matriculation training is distinct and separate from university training.

The Department has provided within the National Employment Service facilities exclusively for ex-service personnel. These facilities include a Veterans Placement Division, Armed Forces Registration Units, Employment Advisors and Counsellors. Facilities are thus provided for the registration, interviewing and placement of ex-service personnel.

In addition to these special functions related to reinstatement, training and placement, the Department is represented on a number of interdepartmental committees which have been established to co-ordinate activities and functions of the different departments most directly concerned with demobilization, re-establishment and post-war reconstruction.

While the plan of the Department of Labour for rehabilitation was put into operation in 1944, the facilities provided met their first real test when the demobilization of Canada's Armed Forces which commenced with V-E Day went into full operation following the collapse of Japan.

RESEARCH AND STATISTICS

The wartime expansion of the Department of Labour naturally emphasized the need for more extensive statistical and research work. This led to the creation of a reorganized and expanded Research and Statistics Branch. The functions of the Branch include the collection, analysis and publication of statistical and other information on wage rates, strikes and lockouts, collective

agreements, labour organization, unemployment among union members, fatal industrial accidents, placement operations of the National Employment Service, placement of personnel discharged from the Armed Services, conditions prevailing in the labour market on an industrial and geographical basis, employment forecasts, occupational classification and special research projects.

INFORMATION AND PUBLICITY

In January 1943, the Department set up an Information Division to prepare and issue press releases on the policies and activities of the Department, to conduct publicity campaigns and to supervise announcements. This Division serves all Branches of the Department, including National Selective Service and the Employment Service and Unemployment Insurance Branch as well as the Wartime Labour Relations Board (National) and the National War Labour Board. Officers of the Division co-operate with officers of other Departments, the Wartime Information Board and the National Film Board on inter-departmental information projects.

LIAISON WITH OTHER DEPARTMENTS

The wartime activities of the Department inevitably required close liaison with other Departments of the Government. Various interdepartmental committees operating under the chairmanship of the Department of Labour have already been noted. In addition, the Department of Labour has been represented on various interdepartmental committees and boards, including the following:

- Advisory Committee on Economic Policy
- Awards Co-ordination Committee
- Committee on Restriction and Detention
- Cost of Living Index Technical Committee
- Housing Co-ordination Committee
- Interdepartmental Committee on Demobilization and Rehabilitation Information
- Publicity Co-ordination Committee
- Unemployment Insurance Committee
- Wartime Information Board
- Wartime Prices and Trade Board
- Advisory Committee on Demobilization and Rehabilitation
- Interdepartmental Co-ordinating Committee on Rehabilitation²
- Committee on Economic Stabilization Information
- External Trade Advisory Committee
- The Public Records Committee
- The Security Panel
- National Joint Council of the Public Service
- Committee on Immigration Policy
- Industrial Production Co-operation Board.

Canada is represented on the Governing Body of the International Labour Office by the Deputy Minister of Labour, and through representatives of the Department of Labour the Government is represented on several industrial and other committees of the I.L.O.

² Under the chairmanship of the Department of Labour.

UNION AND EMPLOYER REPRESENTATIVES

One essential feature of the wartime functions of the Department of Labour was the degree to which union and employers' representatives participated in its activities. These representatives served in both an administrative and advisory capacity. Including the Unemployment Insurance Commission, some 400 union representatives served with an equal number of employers' representatives on 150 boards and committees. During the fiscal year under review, these included the following:

National Selective Service Advisory Board and the Regional Boards

National War Labour Board and the Regional Boards

National War Labour Board Advisory Committee

Western Labour Board

Industrial Production Co-operation Board Advisory Committee

Vocational Training Advisory Council

Wartime Labour Relations Board (National) and most of the Regional Boards

Under the Unemployment Insurance Act

Unemployment Insurance Commission

Unemployment Insurance Commission Advisory Committee

Employment Committees (National, Regional and Local)

Courts of Referees.

II.—NATIONAL REGISTRATION

National Registration was continued during the fiscal year 1945-46.

The Central Registry, established pursuant to the National Registration Regulations, 1940, was maintained at Ottawa.

The keeping of the Registration records up to date involved:

1. The registration of persons when they became sixteen years of age, and of persons over sixteen arriving in Canada who were not in Canada at the time of general registration in 1940; and the registration, when discharged, of members of the Armed Services who were in those Services at the time of general registration;

2. The recording of reported changes of address, names and conjugal condition of registrants and of enlistments and discharges from the Armed Services; casualties reported by those Services; departures from Canada; deaths of registrants;

3. The issuing of replacement registration certificates to those whose certificates had been lost, destroyed, mutilated or legally surrendered.

Many of the preliminary activities in connection with the registrations and changes were carried out by Postmasters, acting as Deputy Registrars, while Customs Officers and R.C.M.P. Security Officers at ports of exit co-operated with officials of the Registration Branch by collecting certificates from departing registrants.

With the object of facilitating the registration of personnel discharged from the Armed Services, who were not registered prior to enlistment, and the issuing of new registration certificates to those who had registered before enlisting and who had surrendered their certificates, the arrangements made in April 1944 were continued whereby National Employment Service Officers in Military District Discharge Depots, R.C.A.F. Command Discharge Centres, Naval Discharge Depots and in Veterans' Hospitals were authorized to act as Deputy Registrars.

In the fiscal year 1945-46 there were 288,077 new registrations. This number included registrations of 85,615 persons discharged from the Armed Services who had not previously registered because they were in the Services at the time of general registration in August 1940. Changes of address numbered 536,872, and 69,980 marriages were reported. The number of replacement Registration certificates issued during the year was 606,754. This total included 307,621 certificates issued to discharged persons who had surrendered their original certificates when they enlisted.

III.—NATIONAL SELECTIVE SERVICE OPERATIONS

(1) CIVILIAN

A detailed account of the development of the control of manpower prior to the fiscal year under review will be found in the Annual Reports of the Department for former years.

The responsibility for carrying out the policies of the Government in respect to the utilization of manpower "for the security, defence, peace, order and welfare of Canada and for the efficient prosecution of the war" was vested in the Minister of Labour by Order in Council P.C. 246, January 19, 1943, and amendments thereto, known as the National Selective Service Civilian Regulations.

The authority provided that the Minister carry out the policies of the Government of Canada with reference to the utilization of manpower in the prosecution of the war by voluntary methods, if practical, and that he exercise the powers of compulsion vested in him by the Regulations only when, in his opinion, such action was necessary.

Manpower controls under National Selective Service operated up to the time when military operations ceased in the various theatres of war. These controls were mainly revoked or cancelled during the fiscal year under review. Prior to the end of hostilities the Government had announced a policy of abolishing these controls as soon as the need for them disappeared.

For convenience, the major controls which were lifted, together with the date of termination in each case, are listed below.

Call-ups for the Army under Mobilization Regulations were suspended on May 7, 1945.

Further men were not notified to report for medical examination after May 7, 1945.

Men ordered for medical examination, due to report prior to May 7, 1945, were required to do so. Those found to be medically fit for the Army were not, however, called for military service.

Men who had been called for military service on, or prior to May 7, 1945, and who had not reported and were, consequently, delinquent were required to report and if found medically fit were enrolled in the Army.

Men on occupational postponement in agriculture, industry or commerce were notified that their postponements were automatically renewed but men given postponements as farmers or for other occupational reasons were required to remain in the employments designated.

Postponement of military training was extended to university students by Order in Council P.C. 5878, September 4, 1945. If, however, they wished to leave their studies to enter employment they were required to report to a Local Employment and Selective Service Office.

By Order in Council P.C. 5878, September 4, 1945, the practice was discontinued of requiring universities and colleges to report to Mobilization Boards the names of male students who failed to reach a fixed standard on their examination and students falling below a specified standard were no longer subject to compulsory direction to jobs.

The requirement that a designated man receive authorization from the Chairman of his Mobilization Board to leave Canada was discontinued on May 15, 1945, by Order in Council P.C. 3489.

The requirement that applicants for unemployment insurance benefits produce proof of compliance with the Mobilization Regulations was discontinued by Order in Council P.C. 5781, August 28, 1945.

Regulations concerning the issuance of labour exit permits to student nurses desiring to train in the United States were, in July 1945, made applicable only to cases where enrolment in nurses training schools in Canada would be adversely affected.

Reference to National Selective Service Mobilization Regulations by Selective Service Officers in the granting of labour exit permits to persons wishing to seek employment outside of Canada was not required after June 22, 1945. (Order in Council P.C. 4274.)

Surrender of National Registration Certificates by persons leaving Canada was required only in the case of those persons leaving for a period of six months or longer.

Compulsory transfer of workers under the seven Compulsory Employment Transfer Orders which were passed in the period May 4, 1943, to November 15, 1943, was discontinued on May 17, 1945. Persons already transferred under the Orders were not affected. The authority to direct men to farm work and to direct unemployed men to essential employment remained.

The control of persons transferred to essential employment under Compulsory Employment Transfer Orders prior to May 7, 1945, was removed on September 3, 1945.

Relaxation of National Selective Service Regulations as they applied to women workers was announced on May 16, 1945. The change had the effect of converting the permit system into a reporting system of placements and separations.

Restriction whereby members of the teaching profession could leave that occupation only under special permit, effective June 1943, was rescinded by Order in Council P.C. 3164, May 1, 1945, effective September 1, 1945.

The manpower "freeze"—a control whereby men employed in essential industry were not permitted to leave their jobs without the permission of a National Selective Service Officer, was removed on September 17, 1945. The "freeze" control of men in agriculture and the power to direct men to agriculture were ended on November 15, 1945.

The permit system which required a worker to obtain a permit from a Local Employment Office in order to seek employment was abolished by Order in Council P.C. 7430, December 21, 1945, effective December 31, 1945. A system of reporting was substituted. This system required employers to notify the National Employment Office of all vacancies and additions to their staff. It also required a person terminating employment (employer or employee) to give seven days' notice. Unemployed persons seeking employment were required to register at the National Employment Office.

Control of advertising, of employers seeking women workers, and of women workers seeking employment, was suspended May 16, 1945.

The restriction on advertising for male employees was modified, effective September 3, 1945, to permit employers to advertise freely, provided they first registered the vacancy with their Employment Office and provided that men responding to the advertisement were directed to apply to the Employment Officer rather than to the employer and were then sent by the Employment Office under permit to the employer.

Restrictions on advertising (by either employer or employee) still remaining were removed on December 31, 1945.

The Stabilization of Longshore Labour Order, Order in Council P.C. 5161, June 25, 1943, was revoked by Order in Council P.C. 5980, September 11, 1945, effective November 3, 1945.

Control over the engagement of technical personnel ended in December 1945, and a system of recording vacancies and engagements was substituted.

The labour priority system was modified during the summer and autumn of 1945 and came to an end on February 15, 1946.

Organization.—The present Deputy Minister of Labour was appointed Director of National Selective Service in the autumn of 1942 and Associate Directors were appointed in charge of the separate divisions as set forth in the Annual Report of the Department for the fiscal year ending March 31, 1945. The Associate Directors, with the Unemployment Insurance Commissioners, made up the membership of the Administration Board, which formulated plans and programs to meet the problems of mobilization, stabilization and utilization of labour.

The National Selective Service Advisory Board, representing employers, labour, agriculture, veterans and government departments, advised the Director of National Selective Service who was Chairman of the Board. The members of the Administration Board also functioned as members of the Advisory Board. The Secretary of the National Selective Service Administration Board acted in the same capacity to the Advisory Board. The close relationship between the two Boards made collaboration of advisory and administrative functions as complete as possible. No significant regulations concerning manpower were issued without approval of the Advisory Board, which was, in fact, one of the major instruments for consultation and collaboration between the Government and employers, workers and farmers.

Regional Selective Service Advisory Boards operated in the Maritime, Quebec, Ontario, Prairie and Pacific areas. These Regional Advisory Boards consisted of representatives of the National Employment Service, the Department of Munitions and Supply, Wartime Prices and Trade Board, organized labour, agriculture, the Department of Veterans Affairs, and the Regional Employment Committee, and were under the chairmanship of the Regional Director of National Selective Service for the area.

The National Selective Service program could not be carried out without the use of Employment Offices and, to avoid unnecessary duplication, the Minister of Labour was empowered, in September 1942, to utilize for administrative purposes the field organization of the Unemployment Insurance Commission to carry into effect National Selective Service Civilian Regulations.

Priorities.—Early in 1942, enlistments and expansion of Canada's war program made it apparent that the effective distribution of the available labour force within industry could be accomplished only under some form of control and guidance. In planning this manpower control, it became obvious that, if we were to have orderly and efficient allocation of the men and women of Canada for the various direct and indirect purposes of war, a labour priorities system would have to guide referrals of people to jobs.

A simple system of priority symbols was adopted and every employer in Canada was classified according to his own description of his activities and a priority rating was assigned to each on the basis of his contribution to the war effort.

To obtain a broad viewpoint and diversified advice, an Interdepartmental Committee was formed whose responsibility it was to allocate priority ratings to industries and individual establishments.

Although labour priorities were primarily for the purpose of guiding the National Employment Service in referring available workers to jobs, they were used for several other purposes: Compulsory Employment Transfer Orders were based on labour priorities; the so-called "freeze" order retaining men in designated industries used priorities as a measure of essentiality; Mobilization Boards made use of priority information in judging the merit of applications for deferment; the Wartime Bureau of Technical Personnel took advantage of labour priorities in allocating technical workers; to a large extent, release from the Armed Forces and repatriation were dependent on labour priorities as a basis for assessing essentiality of employment.

In accordance with the Government's policy to remove controls and restrictions as expeditiously as possible, certain modifications were adopted in 1945 when overall manpower shortages eased. Occupational, rather than industrial, priorities were emphasized and one priority category was dropped altogether. The use of labour priorities was limited largely to construction projects, housing, and for production of goods which continued to be in seriously short supply, particularly those activities concerned with reconversion and those creating continuing employment.

Prior to V-E Day, the continuing war production program and the increasing difficulties associated with the prolonged control of civilian manpower intensified the work of the Interdepartmental Labour Priorities Committee. However, through the summer and autumn, as the war production demand on the labour force relaxed, modification and simplification of the system became possible.

Early in May, the whole structure of the priorities system was reviewed in an effort to make priorities more effective, particularly with a view to increasing the significance of the emergency rating. Generally, a change in policy was adopted so that high priorities were assigned largely on the basis of the urgency of the demand for labour rather than on the importance of the production involved; the "A-E" category (the highest) was retained for use in cases of actual emergency; the "A" category (the next highest) was reserved for those establishments who could not obtain minimum labour requirements or a fair share of the available labour supply; many of the industries previously enjoying an "A" rating were down-graded in the Priority Schedule; because of the increasing importance of production of building materials, a special Order of Precedence within the "A" priority group was established for a selected group of building material manufacturers; special priority arrangements were made for house construction under the jurisdiction of the Soldiers' Settlement and Veterans' Land Act, Wartime Housing, Integrated Housing, and other low-cost housing projects especially designed for the advantage of veterans.

After V-J Day, industrial adjustment and exceptional labour requirements developed by reconstruction and the transition to a peacetime economy necessitated the continuance of a guide in the placement operations of the National Employment Service. The labour supply for construction projects and for industries producing building materials was in particular need of labour priority advantages. It was decided to further modify the priorities system with a view to adapting its usefulness to the quickly changing conditions. In September it was agreed to eliminate one category, grouping low priorities "C" and "D" under one heading meaning no labour priority. The "A" priority was changed to include only those employers whose activities were considered to be essential to reconstruction and maintenance of the civilian economy, and which also had a definite labour supply problem, and whose requirements had a certain degree of urgency; the "B" priority was retained for those employers whose production was considered to be essential but who did not have any critical labour requirements.

Labour priorities continued to be used as a medium for the gradual removal of controls. For instance, employers assigned to high labour priority categories were first given more freedom in advertising with the expectation that labour might naturally flow to those activities with the greatest essentiality and the most urgent need.

On February 15, 1946, two months after the abandonment of control of employment by the permit system, the use of the system of priorities covering all industries and all employers was discontinued, but the National Employment Service continued to give special attention to the few industries which were experiencing difficulty in securing sufficient manpower.

From the foregoing, it will be noted that, during the fiscal year, the Labour Priority System, the key of National Selective Service civilian controls, which guided manpower to its most useful employment during the war, passed through gradual stages to eventual elimination.

Compulsory Employment Transfer Orders.—The seven Compulsory Employment Transfer Orders which were introduced in 1943 were designed for the purpose of directing, under compulsion if necessary, male workers of designated age groups from less essential to more essential employment.

On May 17, 1945, an Order was issued discontinuing compulsory transfer of workers under Compulsory Employment Transfer Orders. Men already transferred under these Orders were not affected by the change as they were required to continue in their jobs, as also were men directed to employment when they were out of employment. The authority to direct men to farm work and to direct men who were unemployed to essential industries, as required, remained in force.

Farm Labour.—Farm labour requirements in the spring of 1945 were greater than in any previous year. With a recruiting organization under the Dominion-Provincial Farm Labour Program operating more smoothly, the continued assistance of the railways, the release of Service personnel, and the redoubled effort of farmers themselves, the outstanding seasonal requirements were met.

With manpower at a premium, at least until after V-E Day, special emphasis was placed throughout the season on the importance of securing local workers. It was realized that other available manpower was strictly limited and that an all-out effort by federal, provincial and other interested agencies was necessary to encourage students and all others available in cities, towns and villages to help farmers, especially during peak seasons. Towards this end, a special advertising campaign was undertaken by both federal and provincial agencies. Local community groups were again active in most provinces. Special efforts to secure the assistance of urban workers included a provision for leave with pay to federal civil servants who helped with farm work in the Ottawa Valley in the spring. Many employers in related industries, such as logging, assisted by releasing workers when needed to help on the farm.

Major emphasis in the farm labour program during the year was placed on the mobility of farm workers. The railways provided a reduced fare for farm workers travelling within the provinces, in addition to granting, as in recent years, reduced fares for inter-provincial movements. Inter-provincial movements of labour contributed much toward meeting the labour needs for haying and early harvesting in Ontario, for fruit harvesting in British Columbia, and later, in the autumn, for grain harvesting on the Prairies. The movement from the Prairies to Ontario during 1945-46 was more than twice the size of the movement during 1944-45. In all, close to 2,000 men recruited in the three Prairie Provinces were brought to Ontario under these special arrangements late in June and early in July 1945. These workers remained for approximately six weeks before going back to help harvest their own crops in the West. The movement to British Columbia included 400 women workers from Alberta and Saskatchewan. This movement was also larger than in former years. The number of workers moved from Ontario and Quebec to the Prairies, however, was smaller than in 1944, some 5,400 men and women compared with over 6,000 in the previous year. Lighter crops in sections of the Prairies, together with the return of a number of former Prairie farm workers laid off from industrial employment at Vancouver following V-J Day, affected the over-all requirements. Smaller but important movements of workers also took place in the Maritime Provinces, from Nova Scotia to Prince Edward Island for harvesting, and from the Amherst district of Nova Scotia and the North Shore of New Brunswick to the St. John River Valley for harvesting the potato crop.

The international exchange of labour between the United States and Canada was also important. Some 165 harvesting units, mainly from Saskatchewan, worked in the grain growing states. This number was approximately four times that of 1944. Owing to the smaller scale of harvest operations on the Canadian Prairies the number of units coming north from the United States was not so large. A second important movement of workers across the border consisted of 1,500 skilled tobacco workers from the Southern States to Ontario and 40 to Quebec. In Maine over 4,000 Canadian workers assisted in the harvesting of the potato crop. Besides those from the border area, there were around 1,000 recruited from urban centres in Quebec. In Manitoba 1,200 workers just north of the boundary went into the potato sections of North Dakota to give assistance during the peak season. In the spring of 1946, some 500 workers from Quebec assisted with the maple sugar harvest in New England. These international movements of workers contributed much on each side of the line in the meeting of farm labour requirements.

Major emphasis in the Joint Farm Labour Program during the year was also placed on assistance of men from the Armed Services. Early in the spring an Agricultural Labour Survey Committee was established in each of the Mobilization Divisions to assist in the review of applications of Service personnel for farm leave. These Committees, during the course of the year, reviewed 8,400 applications for farm leave referred to them by Service authorities. The majority of these applications received favourable consideration. Activities of the Committees not only facilitated the granting of leave but also helped to ensure that the services of Navy, Army and Air Force personnel were utilized to the best advantage in agriculture. These Committees also assisted the Mobilization Boards in making a survey of farm workers granted postponement of military training. This survey of a ten per cent sample, mainly of single workers, made in May and June of 1945, revealed that all except approximately one per cent were engaged in farm employment. Of the remainder, many were granted special permission to work in closely related industries. In September, the peak of the season, there were nearly twelve thousand from the Services helping on the farm under various types of farm leave. Over ten thousand of these were on leave from the Army, with the balance made up mainly of Air Force personnel. In addition, many thousands of Service personnel helped with farm work during their furloughs or during short-term leaves on nearby farms. During the course of the winter, the numbers on farm leave dropped until at the end of March 1946 there were around 2,600. This reduction was caused, in part, by the seasonal drop, but was mainly due to demobilization. The special Farm Duty Plan of detailing Service personnel for farm work was put into effect again in 1945, but on a somewhat reduced scale compared with that of 1944. This plan was most helpful in providing mobile pools of labour to meet emergency situations.

Other smaller groups of workers gave material assistance to farmers throughout Canada during the 1945-46 season. These groups included around 1,000 prisoners of war who worked on individual farms in Ontario and Alberta, and around 2,500 who helped with seasonal activities mainly in Ontario, Alberta, Manitoba and Quebec. About 4,000 Japanese-Canadians worked on farms during the year. Most of these were employed in the sugar beet areas of Alberta, Manitoba and Ontario. Nearly 7,000 conscientious objectors continued to work in agriculture. This number was about 75 per cent of all those granted postponement of military training on conscientious grounds. In addition, many hundreds of Treaty Indians were secured to assist in harvesting various crops mainly in the western provinces.

During the late autumn and early winter of 1945, special efforts, consisting of newspaper advertising, radio appeals and personal contacts by provincial and

federal officials, were made to encourage experienced farm workers being laid off jobs, especially in urban war industries, to return to agriculture to help meet the shortage of labour in the dairying and live-stock areas.

A letter from the Deputy Minister was mailed to the farmers of Canada late in the winter. This letter pointed out the advantages of placing orders for farm labour at an early date. An order form was included for the convenience of those interested.

The annual conference of Provincial Directors, Regional Agricultural Employment Advisers and other Department of Labour officials was held early in December 1945. Agricultural labour conditions, following V-J Day, were reviewed and plans discussed for the future. The effects of the removal of the control of manpower in agriculture on November 15, 1945, and the demobilization of Service personnel were considered. The conference emphasized the improvement of living and working conditions, including wages, as an important factor influencing agriculture's ability to compete with other industries during the period of reconversion. All of the provinces expressed an interest in continuing the Joint Farm Labour Program.

As in previous years, meetings of the Dominion-Provincial Farm Labour Committee were held late in the winter of 1945-46 in each province to discuss plans for the coming year including proposed changes in the Farm Labour Agreements. In conjunction with these meetings conferences of Managers of Local Employment Offices and provincial Agricultural Representatives were held in some provinces.

Woods Labour.—The arrangements, under the Dominion-Provincial Agreements, whereby members of the field staffs of Provincial Departments of Agriculture assist in recruiting farmers for woods work continued in effect during the year under review. This assistance proved of much value especially in the provinces east of British Columbia where well over half of the logs coming to the lumber and pulp mills are produced by farm workers during the winter months. In addition to encouraging farmers and farm workers to accept employment in the woods during the winter months, considerable emphasis was given during the 1945-46 season to the recruiting of unemployed workers from urban centres for woods work. This extension of recruiting had the two-fold advantage of increasing the woods labour force, and of decreasing the number of those receiving unemployment benefits.

The autumn publicity campaign, directed first to unemployed workers and later to farm workers, included a letter from the Deputy Minister to all woods operators, news releases, advertisements in daily and weekly newspapers and farm journals, radio spots and other broadcasts, posters and a special newsclip shown in theatres across Canada. This campaign, organized by the Department of Labour, was conducted in conjunction with a similar campaign carried on by the industries through the several associations engaged in woods operations.

In addition to the national publicity campaign, considerable other advertising was arranged by the regional offices and by the interested Provincial Government Agencies. This included a special educational campaign in British Columbia and in Quebec to interest army personnel in employment opportunities in the woods.

Permission was again given to recruit woods labour through the medium of company canvassers under the supervision of Regional and Local Offices of the National Employment Service. With the relaxation of National Selective Service controls after V-J Day, a new employment form was introduced enabling woods employers in rural areas to report hirings to local offices of the National Employment Service without the necessity of securing a National Selective Service permit.

During the winter logging season, there was an increase in the woods labour force of about 10 per cent over the previous year, and of nearly 30 per cent over 1943. The demand, however, for woods products, particularly for lumber, kept the labour requirements considerably above the supply. To help meet the situation, the publicity campaign was renewed in January 1946. This was done mainly on regional and local levels, particular emphasis being placed on an appeal to unemployed, able-bodied men in urban centres. Arrangements were made for the transportation of these men to be paid by the Department of Labour from stations in Ontario and the Prairies to stations near woods operations. This arrangement was used from January 15 to March 15 and, in Ontario alone, 3,000 workers were transported to woods employment. Although a quick spring break-up occurred in Eastern Canada between March 15 and 20, resulting in some logs not being hauled, it is estimated that an all-time high in log production was achieved during the 1945-1946 season.

Other important sources of labour for woods operations included assistance from the Armed Forces. This was obtained, largely, through special leaves to men with experience in woods operations and through permission of men on agricultural leave to accept employment in the woods during the winter months. In July 1945, in view of the critical shortages of labour for the construction of houses and the production of building materials, special instructions were issued to the Industrial Selection and Release Committees (see Section 3 of present Chapter), to give favourable consideration to all applications for release of Service personnel with experience in building and allied trades, including logging and sawmilling. Up to the end of March 1946, these Committees had assisted in effecting the release of 2,100 men for the woods industries. In the spring of 1946 granting leaves was discontinued by the Army in favour of demobilization. The general policy of the Navy and Air Force during former years had been to grant discharges rather than extended leaves.

During the year approximately 1,000 Japanese-Canadians and about 600 conscientious objectors worked on woods operations mainly in Western Canada. Prisoners of war comprised the largest special group of workers on woods operations. Their contribution was particularly large in the production of pulp wood in Northern Ontario. It is estimated that between 35 and 40 per cent of the pulp wood cut in Ontario during 1945 came from this source. Altogether approximately 9,000 prisoners were engaged in woods operations, mainly in Alberta and Ontario.

Control was continued over the issuance of labour exit permits to woods workers seeking employment in the United States. During the winter of 1945-46 the quota of workers from rural areas close to the border was 6,250 from Quebec and 250 from New Brunswick. In addition, up to 1,583 men from among those unemployed in urban centres in Quebec were permitted to work on logging operations in Maine.

Manpower in the Fishing Industry.—The labour supply in the fishing industry continued to be satisfactory. The relatively high price of fish, especially for export, was an important contributing factor. Labour shortages in the industry were limited largely to the processing plants. In addition to the regular work of the Local Offices of the National Employment Service, appeals to fishermen in the autumn to accept employment in the plants during the winter months proved to be of value in obtaining workers. The release of Service personnel also helped in special cases. Instructions were sent to the Industrial Selection and Release Committees during the summer of 1945 to give favourable consideration to the release of men formerly engaged in the fishing industry. During the course of the season these Committees assisted in securing the release of 192 experienced men for the industry.

Manpower in the Mining Industry.—In the mining industry there was a considerable curtailment of employment in base metal mining which, although offset to some extent by an increase in gold mining, resulted in a decrease in the average employment in the industry of nearly 7 per cent during the fiscal year. At the end of March 1946, total direct employment was 84,500 in all branches of the industry.

The tremendous drive to sustain and augment manpower for the production of strategic base metals came to a close with the cessation of hostilities. Employment in base metal mining which had reached about 36,000 immediately decreased. The situation with the aluminum, copper, and zinc producers eased considerably although it was not until September 1945 that the International Nickel Company was able to withdraw its orders for men from National Selective Service. The discontinuing of the Compulsory Transfer Orders in May 1945, the general relaxation of controls, and the elimination of labour priorities in the autumn of 1945, permitted large numbers of ex-gold miners who had been working in the base metal mines to return to the gold mines. During the year the transition of the base metal industry from its wartime capacity to a condition of post-war stability was largely completed. Employment in the industry as a whole fell from 36,000 to 27,000 where it remained during the first quarter of 1946.

Early in 1945, it was found possible to raise the "D" Labour Priority which the gold mining industry had carried since 1942 to "B" Priority. The removal of restrictions on labour in September 1945 brought increased activity to the gold mines. Persons who had been transferred under compulsory direction were able to return to gold mining. Arrangements were made for the early return of key men to the mines from the Armed Services. Large numbers of released war workers flocked to the North and there was a wave of prospecting and exploration which exceeded anything before known. Employment rose from 15,000 to 20,000 by the end of March 1946.

The need for coal was in no way abated by the ending of the war and the employment level was sustained only by considerable effort. Large numbers of older men withdrew from the pits when hostilities ended, and the flow of men to the mines arising from the Compulsory Transfer Orders ceased when these regulations were discontinued in May 1945. The number of soldier coal miners on leave and working in the mines was maintained only by the continued co-operation of the Department of National Defence, which also gave considerable assistance in hastening the early return from overseas of ex-coal miners who were eligible.

The regulations of National Selective Service based on the authority of Order in Council P.C. 4092 by which coal miners were stabilized in their jobs were cancelled in December 1945. The effect of this was cushioned by steps which were taken in advance. One of these was a plan by which mine operators were encouraged to apply to the Industrial Selection and Release Board for the return of their military personnel. Through this means some 700 soldiers were released and returned to the mines.

The average number of men employed in the coal mines throughout the year was 26,200, a drop from the previous year of only 2 per cent.

Labour Supply for Eastern Canadian Ports.—Under Order in Council P.C. 3511, April 30, 1942, a controller of loading operations was appointed at Halifax to supervise more efficient organizing of the working force there. Later, a central dispatching agency through which longshoremen sought and were assigned to jobs was established. Then came the setting up of a labour pool to assure that there would always be men available to handle the uninterrupted stream of war materials passing through the port.

Order in Council P.C. 5980, September 11, 1945, effective November 3, 1945, revoked the Stabilization of Longshore Labour Order, Order in Council P.C. 5161, June 25, 1943.

Labour for Essential Civilian Services.—Following close upon the cessation of war in Europe, there was a relaxation of National Selective Service Regulations. Suspension of call-ups for the Army, announcement that further men would not be taken out of present employment and directed to other employment under the Compulsory Employment Transfer Orders, cut-backs and cessation of activity in war industries, acceleration of discharges from the Services combined with the functioning of the Industrial Selection and Release Board, all assisted in making more workers available to essential civilian industries. The system of labour priorities continued to function with certain modifications until February 15, 1946. After that date the National Employment Service continued to give special attention to the few industries which were experiencing difficulty in obtaining sufficient manpower.

Employment of Women.—During the fiscal year there were rapid changes in the employment situation for women. The curtailment and final closing of war industries called for special measures to accomplish the necessary readjustment with the least possible distress to the women affected.

Those women who had been employed in war industries and who wished to continue in employment were interviewed individually before leaving their war jobs by officers of the National Employment Service. Transportation was made available for those who wished to return to distant homes, and for others a search was made for jobs in continuing industries and occupations.

The transition period was made easier by reason of the fact that when war industries were closed, many services such as stores, hotels, laundries, hospitals, and many industries deemed comparatively non-essential during the war, continued to operate at full capacity. These industries which had been short of women workers for a considerable time were prepared to bring their staffs up to full strength.

During the months of December and January there was a sharp increase in the number of women seeking employment but for whom employment opportunities were not then available. In later months, due to the usual spring upsurge of employment opportunities and the increased activity in normal lines of production, this trend was reversed and the prospects for women workers were excellent.

In Canada the working force of women had been augmented by a large number of married women and in November 1945, 27.1 per cent of employed women were married. During later months those who did not need to work and who found the available work unattractive or inconvenient, or who wished to establish their homes when their husbands were discharged from the Armed Forces, withdrew from employment in large numbers. There was a reluctance on the part of many to accept work at wages lower than they had been receiving in war industries and in new lines of employment.

In order to attract workers to household service, a new type of household worker known as the Home Aide was developed through the National Employment Service. Under this plan well qualified women were encouraged to accept domestic work on an hourly basis at rates comparable to those paid in other occupations for women. Quebec, Montreal, Ottawa, Hamilton, Toronto, Orillia, Winnipeg, Regina, Saskatoon, Calgary, Edmonton and Vancouver have inaugurated the project, working in close co-operation with local advisory committees comprised of representatives of the large organizations of women. Within the limits of its scope the plan has proved to be of value and has been well received.

Hospitals in many areas have been demanding more help for the non-professional staff especially in tuberculosis sanatoriums and mental hospitals. Throughout Canada, hospitals continued to suffer from a serious shortage of qualified nurses. Labour exit permits were not granted to nurses to accept employment outside of Canada except in unusual circumstances and for post-graduate study. The Canadian Nurses Association continued to co-operate with National Selective Service, through the liaison committee appointed for this purpose, and the two organizations carried through intensive appeals for additional nurses, both married and single, to accept hospital work.

The primary textile mills were required to increase production and, in the early part of the year, they were extremely short of skilled and unskilled workers. A special committee was appointed by National Selective Service to take steps to overcome the difficulty. The textile industry, Wartime Prices and Trade Board and the National Employment Service, by means of special surveys instituted procedures dealing with job descriptions, special separation interviews, training of foremen and publicity which, along with the added number of available workers, brought some relief before the end of the fiscal year.

Several occupations, including stenography, hairdressing, and telephone operating, could have absorbed more well trained and well qualified women, if they had been available, while at the same time there was a surplus of persons who were seeking such work but who lacked the necessary qualifications or experience.

There were indications that a larger number of dietitians, nutritionists, social workers, laboratory technicians, registered nurses, public health nurses and teachers would be required than before the war, owing to the new appreciation of the services rendered by these and other skilled and professional personnel.

Women discharged from the Armed Forces during the year have been absorbed readily into employment. The special arrangements for their employment requirements have been similar to those set up for ex-service men. Their training and work while in the Services have proved to be of value. A considerable number have sought and have found work directly in fields outside of their pre-war employment, while others have seriously applied themselves in courses given by Canadian Vocational Training or in training on the job and have been placed satisfactorily.

Day Care of Children.—During the fiscal year one additional day nursery was opened in Ontario, making a total of 33 in operation in the Provinces of Ontario and Quebec. In September, the Government of the Province of Quebec recommended to the Dominion Government that the six day nurseries in Montreal be closed as of October 15, 1945, as the Province no longer felt they were needed. In Ontario, two day nurseries were closed during the year, one in Oshawa where the cutback of war industries had a direct effect upon the employment of married women, and the other in the Wartime Housing area of Hamilton where the need was no longer apparent. It was arranged to transfer all children who were still registered at the latter nursery to another unit nearby.

In addition to the day nurseries for children under six years of age, 40 day care units for school children were operated in Ontario. At these centres the children of employed mothers were provided with a hot meal at noon and supervised recreation outside of regular school hours.

The Provincial Government of Ontario was notified that the Dominion planned to terminate the Agreement on March 31, 1946, but in view of representations made by the Province of Ontario the period was extended to June 30, 1946.

Bureau of Technical Personnel.—In February 1941, the Wartime Bureau of Technical Personnel was established in co-operation with the Engineering Institute of Canada, the Canadian Institute of Mining and Metallurgy and the

Canadian Institute of Chemistry. The Bureau was set up within the Department of Labour to organize the supply and placement of engineers and scientists in the Armed Forces, in war industries, and, with the co-operation of the Civil Service Commission, in Government service.

The Regulations concerning technical personnel remained unchanged from the beginning of the fiscal year until December 1945. During that month, the permit system which had applied to the engagement of technical personnel since March 23, 1942, ended and was replaced by a recording system which required employers to notify the Bureau of all vacancies in their establishments for technical personnel, to notify the Bureau within three days of the engagement of a technical person, both employer and employee being also required to notify the Bureau of cessation of employment.

While the permit system was in effect, the engagement of a technical person had been subject to the approval of the Minister of Labour, through the Bureau. Substitution of the permit system by the recording system removed the engagement of technical personnel from manpower control but the new system made possible a recording of the movements of technical personnel. The minimum requirements made it possible for the Bureau, by relating data of supply and demand, to render assistance not only in the immediate employment problems of employers and individuals, but also in the planning and organizing of employment as a service to employers, to individual technical persons, to technical bodies, and to universities.

During the course of the war, one of the chief functions of the Bureau was co-operation with the technical branches of the Armed Forces and the universities in meeting the priority requirements of the Armed Forces for technical officers. With the cessation of hostilities, it could be reported that the Armed Forces had always been provided with whatever assistance they needed in the way of technical personnel. Civilian undertakings necessarily experienced occasional shortages but in no case were these allowed to become critical.

The end of the war, the closing down of war industries, the flow of demobilization, shifted emphasis in the activities of the Bureau to rehabilitation, the reconstruction program and the replenishing of engineering and scientific staff of large employers. Even before general demobilization got under way, the Bureau was able to use its broad knowledge of the employment situation in Canada and the many useful contacts made during the war years to prepare for the resettlement of technical personnel who had been engaged either in the Armed Forces or in war industry. As far back as the autumn of 1944, employers showed interest in building up their staffs for postwar activities, but, with the war still in full swing and the need for rigid observance of labour priorities, little could be done at that time beyond taking note of where openings were likely to occur. With the acceleration of demobilization, the back-log of demand for technical personnel was built up by a constant canvass and it is gratifying to report that out of the many technical persons returning to civilian life from the Armed Forces only a few have experienced real difficulty in securing suitable civilian employment without undue delay.

Early in the fiscal year temporary summer employment for a large number of undergraduate students in science and engineering courses was arranged by the Bureau in co-operation with the universities and employers. Plans for employment during the summer of 1946 were formulated in the first quarter of 1946.

During the year, good progress was made in the survey of nearly 34,000 technical persons in Canada. This survey was undertaken with a view to the utilization of the special qualifications of technical personnel in postwar reconstruction and to facilitate the rehabilitation of technical personnel who had served in the Armed Forces.

As the survey indicated that roughly one of every three technical persons was engaged, early in 1945, in employment which would last only for the duration of the war, a canvass of all employers in industry was conducted in order that the Bureau would be able to place in regular peacetime positions technical personnel with the Armed Forces or in wartime employment.

Special studies of age groups and fields of specialization of technical personnel in the Armed Forces and of all technical personnel recorded by the Bureau, together with the demand indicated by Canadian industry for technical personnel during the period of reconstruction, provided information valuable for counselling as well as for placement activities.

The shifting demands of industry, the number of replacements due to the age factor, and the overall number of employment opportunities likely to be available for technical personnel were correlated to solve the particular problems related to counselling and placement. These factors have an important bearing not only on long-range planning and the intake of universities in Canada which provide courses in engineering and science, but also on the future employment of those at present undergoing training.

The active interest of the Advisory Board of the Bureau continued throughout the year.

The Bureau continued to co-operate with the Canadian Committee in Science and Engineering which established a body of counsellors throughout the Dominion, originally for the purpose of advising high school graduates regarding engineering and scientific courses, but which was available also for consultation by Service personnel.

The major operations of the Bureau for the fiscal year are summed up in the following statistical statement:

Number of inquiries received from employers.....	1,597
Names (with individual records) referred to employers.....	9,581
Permits issued for new contracts of employment.....	7,055 ¹
Personal interviews	18,142
Questionnaires returned	2,181

¹Includes 2,165 technical persons from the Armed Forces.

Labour Exit Permits.—Order in Council P.C. 9011, October 1, 1942, and Order in Council P.C. 246, January 19, 1943, provided controls which were designed to prevent loss of manpower and to prohibit residents of Canada from emigrating for the purpose of taking employment outside of Canada.

The Labour Exit Permit Regulations do not, in general, apply to those going to the United States on brief visits. Temporary permits are issued to special categories of border exchange workers.

Approximately 50,000 applications were dealt with during the fiscal year and about 35,000 permits were issued.

From April 30, 1945, wider latitude in the issuance of Labour Exit Permits was given to local offices.

Since November 1945, all applicants with overseas service are granted Labour Exit Permits upon application. All types of applications except those of doctors, nurses, dentists, technical personnel, and skilled construction personnel are now dealt with at local office level, although permits are granted to nurses to take post-graduate courses outside of Canada, and to persons proceeding to the United Kingdom.

Alternative Service (Conscientious Objectors).—During the fiscal year every effort was made to encourage conscientious objectors on postponement to work in agriculture. In order to stimulate production in agriculture, a new regulation effective June 1, 1945, was introduced whereby all *married* conscientious objectors on postponement over thirty years of age employed in agriculture were relieved entirely of Red Cross payments as long as they remained in

agriculture. As of the same date, the amount diverted from the pay of all other postponed conscientious objectors in agriculture was reduced to \$5 a month. The results were gratifying, but as a still further stimulation to production in agriculture, *all* (married and single) conscientious objectors on postponement were relieved of Red Cross payments as long as they remained in agriculture. The latter regulation was announced by the Minister of Labour on March 25, 1946.

At the end of the fiscal year about 75 per cent of the 10,866 men postponed as conscientious objectors were engaged in agriculture. The remainder were engaged in other essential employment or were in Camps. In the Alternative Service Work Camps there were 126 men who had been directed to these Camps and who remained there because they were unwilling to abide by the regulations applicable to postponed conscientious objectors outside of Camps.

Under an arrangement whereby a portion of the earnings of certain postponed conscientious objectors accrues to the Canadian Red Cross, \$624,373.48 was paid by these conscientious objectors during the fiscal year. The payment to the Red Cross under present regulations applies only to those postponed conscientious objectors in non-agricultural employment or in Camps. The total payment to the Canadian Red Cross by all postponed conscientious objectors from the beginning of Alternative Service to March 31, 1946, was \$2,305,599.26.

Prisoners of War.—Order in Council P.C. 2326, May 10, 1943, authorized the Minister of Labour to utilize the services of prisoners of war in agriculture and other labour projects. Order in Council P.C. 6495, August 18, 1944, replaced Orders in Council previously issued relating to the employment of prisoners of war. As Canada is a party to the Prisoners of War Convention concluded at Geneva in 1929, the conditions of employment, rates of pay, etc., conform to the terms of the Convention and to British practices in this regard.

Projects outside internment camps are under the direction of the Department of Labour, acting in co-operation with the Department of National Defence.

Considerations of security and administration largely determine the selection of prisoners of war for employment, as well as the type and the location of labour projects.

The Department of National Defence supplies the prisoners of war to the Department of Labour and is responsible for the security of prisoners and their discipline. The Department of Labour approves the type of work, the location of the project and the accommodation provided by the employer. The Department of Labour is responsible for the welfare of prisoners while on the projects and exercises continuous supervision over all activities of labour projects, through inspection officers and other staff personnel.

Employers pay to the Department of Labour a fixed rate for the services of prisoners of war, this rate being based upon wages paid in the area for similar work.

The utilization of the services of prisoners of war in agriculture and other labour projects continued on an expanding scale during the fiscal year, the peak of their employment being in October 1945, during which month 15,584 prisoners of war were working on 169 labour projects in nineteen different types of industry. Production of pulpwood and saw logs provided employment for a monthly average of 9,000 prisoners of war during the fiscal year. According to figures supplied by the Ontario Forest Industries Association, one and a half million cords of pulpwood, in addition to an undetermined quantity of saw logs were cut. An average of 1,037 prisoners of war were steadily employed in farm operations, five districts providing year-round employment in agriculture. Seasonal demand in connection with sugar beet cultivation and harvesting of farm crops increased the number employed in agriculture during those seasons. During the summer of 1945, an average of 3,513 prisoners of war were employed

in the beet fields of the Provinces of Alberta, Manitoba and Ontario and it is estimated that 4,172 were employed during beet harvest operations. It is reported that prisoners of war produced 106,276 tons of sugar beets with a sugar content of 33,250,000 lbs, during 1945.

Early in 1946, at the request of the United Kingdom, plans were made to withdraw prisoners of war from labour projects for eventual return to Europe. These plans are being carried out on a progressive basis to enable employing companies to obtain workers to take the place of prisoners of war.

Table I shows the distribution of prisoners of war by area and by industry, on labour projects at the end of March 1946.

TABLE I.—PRISONERS OF WAR ON LABOUR PROJECTS, AS AT MARCH 31, 1946

Province	Industry	Number of Prisoners of War	Provincial Total
British Columbia.....	Woods Operations.....	99	99
Alberta.....	Woods Operations.....	623	
	Agriculture.....	449	
	Manufacturing.....	12	1,084
Manitoba.....	Woods Operations.....	275	
	Agriculture.....	5	280
Ontario.....	Woods Operations.....	7,961	
	Agriculture.....	640	
	Manufacturing.....	91	
	Railway Maintenance.....	30	8,722

Total employed on labour projects.....10,185

NOTE.—The only aspect of prisoners of war dealt with in this section is the utilization of the services of prisoners of war in agriculture and other labour projects.

(2) MOBILIZATION

Hostilities in Europe ended on May 8, 1945, and hostilities against Japan came to a close on August 15, 1945. The first step taken with reference to compulsory mobilization of men was to suspend call-ups for the Army under the Mobilization Regulations. This was decided upon by the Minister of Labour on May 7, 1945, after consultation with the Ministers of National Defence for the Navy, the Army and the Air Force.

Other steps were also taken to cancel certain sections of the Mobilization Regulations which controlled designated men. On September 4, 1945, by Order in Council P.C. 5878, Section 12 of the National Selective Service Mobilization Regulations was revoked. This Section pertained to postponement of military service which students could obtain under certain conditions during the course of their studies. It also had to do with the military training they had to undergo if and while on postponement. On May 15, 1945, by Order in Council P.C. 3489, Section 23 of the National Selective Service Mobilization Regulations was revoked. Under this Section, men of military age were obliged to secure the permission of a Mobilization Board Chairman or Deputy Chairman to leave Canada. Arrangements were therefore made with the Department of National Revenue (Customs and Excise Division) to cancel previous instructions to officials of that Department at the border to prevent any designated man from leaving Canada unless he showed written permission from the Chairman or Deputy Chairman of his Mobilization Board. Further steps were also taken to advise designated men that they would not be called up for military service; for example, men on occupational postponement—whether in agriculture or in

industry or commerce—were notified that their postponements were being automatically renewed without the man or his employer making any further application. Universities and colleges were also advised that they were not required to report to Mobilization Boards the names of designated male students failing to reach a fixed standard on their examinations, and that male university students falling below the specified standard would not be subject to compulsory direction to jobs. Students on postponement of military training were notified that their postponements were being extended until further notice. Employers were freed from the responsibility, formerly existing under a Ministerial Order, of obtaining satisfactory evidence that each of their male employees newly hired was in good standing under the Mobilization Regulations.

During the fiscal year, 831 prosecutions were entered against men for failing to comply with the Mobilization Regulations. This total number of prosecutions was comprised of the following types of charges:

Failing to notify mobilization authorities of a change in address..	405
Failing to comply with an order to report for military training...	224
Failing to comply with an order to report for medical examination.	146
Miscellaneous infractions of the Regulations.....	56

Convictions resulted in 740 cases, while 18 cases were dismissed. At the end of the fiscal year, 186 cases were still pending before the courts. In 181 cases the charge was withdrawn as the men showed a readiness to comply with the law. The carry-over of pending cases from 1944-45 was 294. Very good progress was made during the fiscal year in locating men who were "Not Accounted For" under the Mobilization Regulations. Mobilization statistics showed that, of the total number of men designated under the Mobilization Regulations, only about 0.41 per cent were classified as "Not Accounted For". The number of such cases outstanding was reduced from 24,000 as at March 31, 1945, to 7,632 at the end of the fiscal year.

Steps were also taken to close the Mobilization Offices of the thirteen Administrative Divisions in Canada, *i.e.*, Charlottetown, P.E.I., Halifax, N.S., Saint John, N.B., Quebec, Que., Montreal, Que., Kingston, Ont., London, Ont., Toronto, Ont., Port Arthur, Ont., Winnipeg, Man., Regina, Sask., Edmonton, Alta., Vancouver, B.C. Individual Mobilization files of these offices of which there are 2,348,949 are now stored at eight central points in Canada as follows: Halifax, N.S., Quebec, Que., Montreal, Que., Toronto, Ont., Winnipeg, Man., Regina, Sask., Edmonton, Alta., Vancouver, B.C.

The thirteen Mobilization Boards which had the responsibility of deciding which men should be postponed from military service in the light of the essentiality of their services in essential and wartime industries were dissolved.

NOTE.—While not falling within the scope of the fiscal year, it is noted that on August 14, 1946, Order in Council P.C. 3449 was passed to take effect on August 15, 1946, whereby the National Selective Service Mobilization Regulations, 1944, amended to date, were revoked.

(3) INDUSTRIAL SELECTION AND RELEASE PLAN

With the suspension of hostilities in Europe, steps had to be taken regarding the implementation of the post-war plan. The demobilization policy of the Government being "first in-first out", there were a substantial number of men in the Services who had certain skills and occupations which, if applied to industry, would contribute materially to the more speedy completion of war contracts and the expeditious and effective reconversion of industry from wartime to peacetime production and therefore contribute to the maintaining of a high and stable level of employment. Many of these men, however, had not earned

sufficient points to entitle them to immediate discharge from the Armed Forces. In order, therefore, to provide a method whereby the premature release from the Armed Forces of such men might be carefully and systematically studied and if justified their release expedited, the Department of Labour, after consultation with the Services, evolved the Industrial Selection and Release Plan.

On May 24, 1945, Order in Council P.C. 3683 was passed establishing the Industrial Selection and Release Board at Ottawa, and Industrial Selection and Release Committees across the country. The Board was composed of representatives from the Departments of Labour, Reconstruction, Munitions and Supply, Wartime Prices and Trade Board, National Employment Service, National Defence (Navy, Army and Air Force). Industrial Selection and Release Committees were established at Halifax, N.S., Saint John, N.B., Quebec, Que., Montreal, Que., Kingston, Ont., Toronto, Ont., London, Ont., Winnipeg, Man., Regina, Sask., Edmonton, Alta., and Vancouver, B.C. On each of these Committees there were representatives from the Departments of Labour, Reconstruction, Munitions and Supply, Wartime Prices and Trade Board, National Employment Service, and the Armed Forces. Divisional Registrars were also members and these Committees were presided over in each case by a member of the Judiciary.

Any employer who wished to apply for the premature release from the Armed Forces of a former or new employee could apply to his local Committee. Applications which were approved by the Committee were sent directly to the appropriate Services for implementation. If the services of men whose release had been recommended were not needed for essential military requirements, and if recommendations received the concurrence of the men themselves, the Services took action to implement the recommendation of the Committees by immediately releasing the men.

The Industrial Selection and Release Board was a policy-making Board, and held its sittings in Ottawa. It also sought to make uniform the administration by all Committees of the Industrial Selection and Release Plan. Doubtful cases, as well as appeals, were referred by Committees to the Board for review and final decision.

In order to apply the same policy to Departments of the Government, or to certain Commissions or agencies of the Government of Canada, Order in Council P.C. 4644 of June 28, 1945, was passed which provided for the establishment of a Government Services Selection and Release Committee which had the same function in respect to former or new civil servants who were in the Armed Forces as the Industrial Selection and Release Committees had in the wider field of industry. This Committee was interdepartmental and was composed of representatives of the Civil Service Commission, Departments of Labour, National War Services, Munitions and Supply, Post Office, and National Defence.

The activities of the Industrial Selection and Release Board and Committees and the Government Services Selection and Release Committee were instrumental in effecting the release of 29,722 men from the Armed Forces as of March 31, 1946.

NOTE.—While not falling within the scope of the fiscal year under review, it is noted that in view of the accelerated demobilization program of the Armed Forces, and the great number of men discharged therefrom, it was decided to terminate the activities of the Industrial Selection and Release Plan on May 31, 1946. On this date, 31,296 men had been released from the Armed Forces pursuant to the Plan.

IV.—INDUSTRIAL RELATIONS

The conciliation work of the Industrial Relations Branch stems from two pieces of legislation and is treated hereunder in separate sections, in keeping with the legislative source from which the authority of the Branch is derived.

Conciliation machinery is provided by the Wartime Labour Relations Regulations (Order in Council P.C. 1003), February 14, 1944, in respect of all industries covered by these Regulations with a view to the peaceful negotiation of collective agreements. Certain requirements of the Regulations must have been complied with before such machinery may be invoked. The efforts of the Industrial Relations Officers may, if unsuccessful, be followed by the establishment of a Board of Conciliation.

Conciliation of a more general nature may also be invoked under the provisions of the Conciliation and Labour Act (Chap. 110, R.S.C., 1927). Under this Act, Federal intervention is, in the main, restricted to industries over which the Dominion Government has constitutional jurisdiction, or industries over which its jurisdiction has been extended by virtue of the War Measures Act (extended under the terms of the National Emergency Transitional Powers Act, 1945). Within this field, conciliation may take place in regard to any strike or situation which, in the opinion of the Minister of Labour, calls for expedient measures. Such disputes are, however, distinct from and in addition to those coming within the provisions of the Wartime Labour Relations Regulations.

CONCILIATION PROCEEDINGS UNDER WARTIME LABOUR RELATIONS REGULATIONS

Sections 11 to 14 of the Wartime Labour Relations Regulations provide for conciliation machinery to attempt settlement of disputes where negotiations for an agreement following certification of bargaining representatives, or negotiations for the renewal of an existing agreement, have been unsuccessfully continued for thirty days. Disputes of this nature are referred to the Minister of Labour by the Wartime Labour Relations Board (National) or by the Provincial Boards in their respective jurisdiction. A Conciliation Officer is then appointed to confer with the parties and endeavour to effect an agreement. If the Conciliation Officer is unable to bring about settlement of the matters in dispute and reports that in his view an agreement might be facilitated by the appointment of a Board of Conciliation, a Board is then established by the Minister of Labour. The duty of such a Board is to endeavour to effect an agreement between the parties on the matters in dispute and report its findings and recommendations to the Minister.

In establishing a Conciliation Board, each of the parties to the negotiations is required to nominate one person for membership on the Board. The two members so appointed are then requested to recommend a third person as Chairman. If they fail to agree, the Minister of Labour appoints a Chairman.

During the fiscal year, April 1, 1945, to March 31, 1946, 187 cases were dealt with under the conciliation provisions of the Regulations. Of these cases, 57 were settled through the efforts of Conciliation Officers without recourse to Board procedure.

Of the 92 cases, concerning which reports were received as of March 31, 1946, 54 settlements were effected either during Board proceedings or subsequent to Board reports. Of all cases under the Regulations during the period, only

six resulted in strikes following reports of Boards of Conciliation. There were, however, in addition, 15 other strikes called in sympathy with the strike of Ford Motor Company employees at Windsor, Ontario.

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR
RELATIONS REGULATIONS, BY INDUSTRIES, APRIL 1, 1945,
TO MARCH 31, 1946

Mining and Smelting—		
Metal Mining		10
Manufacturing—		
Animal Products (Food)	4	
Vegetable Products (Food)	11	
Metal Products	62	
Fur, Leather and Other Animal Products	3	
Textiles	7	
Printing and Publishing	2	
Wood Products, miscellaneous	8	
Transportation Equipment (other than automobiles)	8	
Non-metallic Minerals, Chemicals, etc.	7	
Rubber Products	2	
Automobile and Automobile Parts	13	
Miscellaneous	8	
	—	135
Transportation and Public Utilities—		
Water	2	
Electric Railways and Local Bus Lines	1	
Other Local and Highway Transportation	9	
Electricity and Gas (mainly utilities)	2	
Miscellaneous	4	
	—	18
Service—		
Public Administration	5	
Business and Personal	9	
Miscellaneous	10	
	—	24
Total		187

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR
RELATIONS REGULATIONS, BY DISPOSITION OF CASES,
APRIL 1, 1945, TO MARCH 31, 1946

Cases referred to Conciliation procedure during fiscal year ending March 31, 1946	138	
Cases carried over from previous fiscal year	49	
	—	
Total number of cases considered during fiscal year ending March 31, 1946		187
Cases presently assigned to Conciliation Officer as of March 31, 1946	17	
Cases where Conciliation Officer has gained a settlement	57	
Cases where a Board of Conciliation is presently established as of March 31, 1946	8	
Cases where Boards of Conciliation were currently functioning as of March 31, 1946	13	
Cases where Board Reports had been received as of March 31	92	
	—	187
Settlements during Board procedure	12	
Settlements subsequent to Board procedure	42	
Cases where parties still negotiating following receipt of Board's Report	25	
Cases where plant has closed subsequent to Board proceedings	5	
Cases where parties have failed to reach an agreement	8	
	—	92

ANALYSIS OF CASES CONSIDERED UNDER CONCILIATION PROCEEDINGS OF
THE WARTIME LABOUR RELATIONS REGULATIONS, BY PROVINCES,
APRIL 1, 1945, TO MARCH 31, 1946

Nova Scotia	9
New Brunswick	7
Quebec	15
Ontario	113
Manitoba	13
Saskatchewan	3
Alberta	3
British Columbia	22
National Board	2
	187

CONCILIATION AND LABOUR ACT

The Conciliation and Labour Act (Chap. 110, R.S.C., 1927), among other things, empowers the Minister of Labour to inquire into the causes and circumstances of any trade dispute, to appoint a conciliator on the application of employers or workmen interested, and on the application of both parties to appoint an arbitrator or arbitrators. Other provisions relate to the registration of conciliation boards constituted for the purpose of settling disputes between employers other than any railway employer and workmen, having a constitution, by-laws and regulations, or any body or association authorized by an agreement in writing made between employers other than railway employers and workmen to deal with such disputes; and to the appointment of a conciliation committee in cases of railway disputes. There is no jurisdictional limit expressed in the Act, but normally its provisions are utilized, in industries which are clearly within provincial jurisdiction, only upon the joint request of the parties or upon the express request or consent of the provincial authorities concerned.

For the purpose of administering this Act and complementary legislation the Department maintains an Industrial Relations Branch. The headquarters of the Branch, comprising a Director of Industrial Relations and staff, is located in Ottawa. Other Industrial Relations Officers are stationed at Vancouver, Winnipeg, Toronto, Montreal, Fredericton, and Glace Bay.

During the fiscal year ending March 31, 1946, officers of the Industrial Relations Branch were called upon to deal with 125 industrial disputes or situations under the provisions of the Conciliation and Labour Act. These cases were distinct from and in addition to those coming within the provisions of the Wartime Labour Relations Regulations. The disputes involved 80,064 workers employed in 320 separate establishments. This represented a sharp falling-off from the previous fiscal year during which 281 disputes involving 138,295 workers in 412 establishments were handled. It reflected an even greater improvement over the fiscal year 1943-44, when a total of 526 disputes were handled, involving 226,557 workers in 761 establishments.

Strikes or lockouts occurred in 55 cases in which Federal conciliation was invoked under the provisions of the above Act. In many of these the Industrial Relations Branch had no prior warning, as the strike action was of the unauthorized or wildcat variety. In the great majority of these, mediation by Industrial Relations Officers resulted in a resumption of work, 25 being settled by conciliation only, while numerous other strike situations were settled by mediation followed by the signing of an agreement, by the appointment of a Commissioner, by arbitration, or by other means. In 12 cases the Department received warning in advance of a threatened strike, and in six of these strike action was averted by mediation only, while in others, strike action was averted by other means. Out of a total of 12 other types of controversies, two were adjusted by direct conciliation and most of the remainder were disposed of otherwise to the mutual satisfaction of the parties.

A statistical analysis of the 125 disputes or situations dealt with under the Act and under the complementary Order in Council, P.C. 4020, during the fiscal year, follows:

ANALYSIS OF DISPUTES BY INDUSTRIES

Fishing and Trapping	1	
Mining and Smelting, etc.—		
Coal Mining	18	
Metal Mining	4	
	<hr/>	22
Manufacturing—		
Animal Products (Food)	7	
Vegetable Products (Food)	2	
Metal Products	41	
Tobacco and Liquor	1	
Fur, Leather and other Animal Products	1	
Textiles, Clothing Products, etc.	2	
Printing and Publishing	2	
Wood Products, miscellaneous	2	
Shipbuilding	8	
Non-metallic Minerals, Chemicals, etc.	5	
Rubber Products	5	
Miscellaneous	1	
	<hr/>	77
Construction—		
Buildings and Structures		5
Transportation and Public Utilities—		
Steam Railways	1	
Water	5	
Electric Railways and Local Bus Lines	6	
Other Local and Highway Transportation	1	
Telegraphs and Telephones	1	
Miscellaneous	4	
	<hr/>	18
Trade		1
Service—		
Business and Personal		1
	<hr/>	125

ANALYSIS OF DISPUTES BY NATURE OF DISPUTE

Strike or Lockout	55	
Threatened strike	12	
Controversy	12	
Arbitration	23	
Request to conduct consent election	1	
Request for services of Commissioner	22	
	<hr/>	125

ANALYSIS OF DISPUTES BY PREDOMINANT CAUSE OR OBJECT

Increase in wages	22	
Decrease in wages	2	
Increase in wages and reduced hours	3	
Increase in wages and other changes	5	
Reduced hours	1	
Other changes affecting wages and working conditions	22	
Recognition of union	2	
Employment of union members only (including employment of members of only one union)	3	
Discharge of workers for union membership or activity	22	
Union jurisdiction	1	
To secure or to maintain union wages and working conditions	3	
Other union questions	6	
Discharge of workers (other than in connection with union questions and including refusal to reinstate)	11	
Employment of particular persons (other than in connection with union matters)	5	
Unfair practices	1	
Unclassified	16	
	<hr/>	125

ANALYSIS OF DISPUTES ACCORDING TO DISPOSITION

Strike terminated by mediation (other than as shown below) .	25
Threatened strike averted by mediation	6
Controversy terminated by mediation	2
Decision rendered in arbitration	16
Technical services rendered	1
Industrial Disputes Inquiry Commissioner appointed under Section 5 of P.C. 4020	14
Commissioners appointed under Section 8 of P.C. 4020	4
Agreement signed	1
Agreement renewed	1
Verbal agreement made	1
Written statement terminating situation	4
Dispute lapsed or called off; no further action required	24
Referred to National War Labour Board or Regional Board . .	8
Referred to Wartime Labour Relations Board	1
Referred to Provincial authorities	5
Other disposition	8
Disposition pending	4
	125

ANALYSIS OF DISPUTES BY METHOD OF SETTLEMENT

Conciliation or mediation	56
Direct negotiations	11
Arbitration	20
Administrative action	9
Investigation only	22
Settlement pending	7
	125

CASES DISPOSED OF BY INDUSTRIAL DISPUTES INQUIRY COMMISSIONERS
UNDER SECTION 5 OF P.C. 4020

Number of Commissioners appointed	14
Number of employers affected	14
Number of employees involved	75
Number reinstated voluntarily as result of Commissioner's inquiry	1
Number of charges withdrawn by union	38
Number found dismissed for union membership and activity, and reinstatement ordered by Minister of Labour, with back pay	4 ¹
Number found to have been dismissed for cause	6
Number found dismissed or laid off for economic reasons . . .	8
Number found to have left employment voluntarily	1
Number found to have secured preferable employment or other- wise not wishing to return	17

STATISTICAL RECORD OF STRIKES AND LOCKOUTS IN CANADA BY CALENDAR YEARS

References and figures in the following statement pertain to all industrial disputes in Canada without any distinction as to whether they are dealt with under Dominion or provincial legislation.

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment towards the end of 1900. Tables are published each month in the *Labour Gazette* of strikes and lockouts in existence during the month, giving particulars as to duration, cause, method of settlement and results of each strike. A review, with a statistical analysis for each calendar year, is published as early as possible in the year following. A strike or lockout included as such in the record is a cessation of work involving six or more employees for at least one working day or a number of workers for part of a day, causing a time loss of ten or more man-working days. The statistical compilation includes only workers directly involved, that is, those on strike or locked out, but the employees indirectly affected, that is, unable to work because of the work stoppage, are shown in footnotes when the number is important.

Notification of the occurrence of a strike or lockout is sent immediately to the Director of Industrial Relations by officers of the Department throughout Canada and, in applicable cases, by officers of Provincial Departments of

¹ Reinstatement of three workers refused by employer; prosecution to secure compliance pending at end of the fiscal year.

Labour. Information is also obtained from representatives of the workers involved, from the employers concerned and from other sources. A statement as to each strike, showing causes, dates, results, etc., is obtained, if possible, from representatives of the parties to the dispute.

The number of strikes and lockouts in existence in Canada during 1945 was about the same as in 1944 but was lower than in any of the preceding three years. The number of workers involved, while somewhat greater than in 1944, was less than one-half of the number in 1943 and materially lower than in 1942. The loss of working time was much greater than in any recent year and was about three times the loss in 1944.

During the year, the number of strikes and lockouts was 197, in which 96,068 workers were involved, and a time loss of 1,457,420 man-working days was caused. During 1944, the number of strikes was 199, involving 75,290 workers, with a time loss of 490,139 days.

About 33 workers in every 1,000 were involved in strikes during 1945, as compared with 25 in 1944; 72 in 1943; 39 in 1942; 33 in 1941; 27 in 1940; and 20 in 1939.

The total amount of idleness due to strikes in 1945 was about one and two-thirds days in every 1,000 days of working time of non-agricultural wage-earners. Comparative figures are: 1944, one-half day; 1943, 1.1 days; and for each of the two preceding years about one-half day.

The great majority of strikes were settled within a few days and, while these involved a large proportion of the workers, the time loss was not substantial. Fifty-eight strikes were of one day's duration or less. One hundred and fifty-two, or more than three-quarters of the total, were of less than five days' duration and caused only five per cent of the total time loss. On the other hand, one strike, involving 10,000 workers in the manufacture of motor vehicles at Windsor, Ont., was in progress from September 12 to December 29. This strike alone caused more than 900,000 days of time loss and with the resulting sympathy strikes, more than one million days were lost. Another strike of coal miners in Alberta and British Columbia, which did not involve any dispute with the employers but was in protest against meat rationing, increased the time loss by 150,000 man-days. A total loss of more than 1,200,000 days resulted from these two strikes.

During recent years more idleness has resulted from strikes in manufacturing than in all other industries. In this group, which has experienced a great expansion in employment since 1939, 85 per cent of the total time loss occurred. Strikes in coal mining caused about 13 per cent of the idleness due to strikes in 1945. In nine of the years between 1901 and 1925, more lost time resulted from strikes in this industry than in all others combined. Since 1925 this condition has occurred in only one year.

Questions involving increases in wages caused about 25 per cent of the strikes during the year but the resulting time loss was less than five per cent of the total. Under existing legislation demands for increases in wages must be referred to the National or Regional War Labour Boards.

Since the passing of the Wartime Labour Relations Regulations in 1944, recognition of the union has not been an important cause of strikes. Union questions of various kinds, including demands for closed or union shop, maintenance of membership, check-off, etc., caused 39 strikes, which resulted in about two-thirds of the time loss during the year.

The settlement of 100 strikes during the year was brought about by various government agencies. Forty-seven were settled by conciliation alone and this was a factor in securing settlements in 34 additional strikes which were referred to various Boards or to arbitration.

A complete survey of strikes and lockouts in Canada during 1945 was published in the *Labour Gazette*, March issue, 1946, pp. 365-389. Comparative

figures (see Table I below) and charts covering the period 1901-1945 are included in the survey.

The annual review giving available information as to strikes and lockouts in other countries during 1945 was published in the *Labour Gazette*, March issue, 1946, pp. 390-394. However, many countries are no longer reporting owing to conditions resulting from the war.

TABLE I.—STRIKES AND LOCKOUTS IN CANADA BY CALENDAR YEARS, 1901-1945

Year	Number Begin- ning During the Year	Strikes and Lockouts in Existence During Year			
		Number of Strikes and Lockouts	Number of Employers	Number of Workers Involved	Time Loss in Man- Working Days
1901.....	97	99	285	24,089	737,808
1902.....	124	125	532	12,709	203,301
1903.....	171	175	1,124	38,408	858,959
1904.....	103	103	591	11,420	192,890
1905.....	95	96	332	12,513	246,138
1906.....	149	150	965	23,382	378,276
1907.....	183	188	950	34,060	520,142
1908.....	72	76	178	26,071	703,571
1909.....	88	90	372	18,114	880,663
1910.....	94	101	1,233	22,203	731,324
1911.....	99	100	533	29,285	1,821,084
1912.....	179	181	1,321	42,860	1,135,786
1913.....	143	152	1,077	40,519	1,036,254
1914.....	58	63	261	9,717	490,850
1915.....	62	63	120	11,395	95,042
1916.....	118	120	332	26,538	236,814
1917.....	158	160	758	50,255	1,123,515
1918.....	228	230	782	79,743	647,942
1919.....	332	336	1,967	148,915	3,400,942
1920.....	310	322	1,374	60,327	799,524
1921.....	159	168	1,208	28,257	1,048,914
1922.....	89	104	732	43,775	1,528,661
1923.....	77	86	450	34,261	671,750
1924.....	64	70	435	34,310	1,295,054
1925.....	86	87	497	28,949	1,193,281
1926.....	75	77	512	23,834	266,601
1927.....	72	74	480	22,299	152,570
1928.....	96	98	548	17,581	224,212
1929.....	88	90	263	12,946	152,080
1930.....	67	67	338	13,768	91,797
1931.....	86	88	266	10,738	204,238
1932.....	111	116	497	23,390	255,000
1933.....	122	125	617	26,558	317,547
1934.....	189	191	1,100	45,800	574,519
1935.....	120	120	719	33,269	284,028
1936.....	155	156	709	34,812	276,997
1937.....	274	278	630	71,905	886,393
1938.....	142	147	614	20,395	148,678
1939.....	120	122	243	41,038	224,538
1940.....	166	168	894	60,619	266,318
1941.....	229	231	658	87,091	433,914
1942.....	352	354	492	113,916	450,202
1943.....	401	402	651	218,404	1,041,198
1944.....	195	199	400	75,290	490,139
1945.....	196	197	418	96,068	1,457,420
Totals.....	6,594	6,745 ¹	29,458 ¹	1,941,796 ¹	30,176,924

¹In this table figures for strikes and lockouts extending over the end of the year are counted more than once.

V.—WARTIME LABOUR RELATIONS BOARD (NATIONAL) AND ASSOCIATED PROVINCIAL BOARDS

The administration of the Wartime Labour Relations Regulations, Order in Council P.C. 1003, is in the hands of the Wartime Labour Relations Board (National) and its associated provincial Labour Relations Boards. The Report of the Department of Labour for the fiscal year 1943-44 contains a summary of the background and content of the Regulations together with information regarding the manner in which the National Board is constituted and its personnel. For reasons of space, some of this material is not repeated, and this account will be confined to certain of the material which appeared in the Departmental Report for the fiscal year 1944-45, and to developments during the fiscal year ending March 31, 1946.

The personnel of the Wartime Labour Relations Board (National) is as follows:

Chairman: the Hon. Mr. Justice G. B. O'Connor, Edmonton, Justice of the Supreme Court of Alberta;

Vice-Chairman: Mr. A. H. Brown, Department of Labour, Ottawa;

Members: Mr. A. R. Mosher, Canadian Congress of Labour, Ottawa; Mr. W. L. Best, Brotherhood of Locomotive Firemen and Enginemen, Ottawa; Mr. G. Picard, Canadian and Catholic Confederation of Labour; Mr. J. A. D'Aoust, International Brotherhood of Paper Makers, Wrightville, Que.; Mr. H. Taylor, Canadian National Carbon Co. Ltd. Toronto; Mr. A. Deschamps, Contracting Engineer, Montreal; Mr. A. J. Hills, Ottawa, and Mr. E. R. Complin, Canadian Industries, Ltd., Montreal. During the fiscal year two resignations occurred. Mr. A. H. Brown succeeded Mr. Justice J. N. Francœur, Quebec City, to the Vice-Chairmanship of the Board and Mr. G. Picard succeeded Mr. R. Harmegnies, St. Joseph d'Alma, Que., as member;

Chief Executive Officer: Mr. M. M. Maclean, Director of Industrial Relations and Assistant to the Deputy Minister of Labour, Ottawa;

Secretary: Mr. Bernard Wilson, Industrial Relations Officer of the Department of Labour, Ottawa.

NEW LEGISLATIVE BASIS OF THE REGULATIONS

The Regulations were originally enacted under the authority of the War Measures Act. By Order in Council P.C. 7414 of December 28, 1945, the Regulations have been continued in full force and effect for the period while The National Emergency Transitional Powers Act is in force and effect. Order in Council P.C. 7414 of December 28, 1945, provides that "all orders and regulations lawfully made under the War Measures Act or pursuant to authority created under the said Act in force immediately before the day The National Emergency Transitional Powers Act, 1945, comes into force shall, while that Act is in force, continue in full force and effect subject to amendment or revocation under that Act".

DOMINION-PROVINCIAL AGREEMENTS RELATING TO ORDER IN COUNCIL P.C. 1003

Section 36 of the Regulations provides that the Minister of Labour may enter into an agreement with the Government of any province for the administration of the Regulations, or any part thereof, within that province. During

the fiscal year 1944-45 such agreements were made with seven provinces, namely, British Columbia, Saskatchewan, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia.

PROVISIONS OF THE AGREEMENTS

In general, the agreements delegate the authority of the National Board over employees and employers in industries described in Schedule A to the Regulations to the provincial Board or agency; appoint Board members and administrative officers; provide for appeal to the National Board from the decisions of the provincial Board or agency, and make provision for joint Dominion-Provincial participation both in the cost of administering the Regulations and in the utilization of Dominion and provincial conciliation officers in the province concerned. The agreements also provide that the National Board shall have jurisdiction in proceedings where employees in more than one province of a common employer are concerned and where the employees of several employers in more than one province are affected under Section 5 (3) of the Regulations.

All provinces completing agreements, with the exception of the Province of Quebec, have made provision for the application of the Regulations to employees and employers ordinarily within exclusive provincial legislative jurisdiction. During the fiscal year 1944-45, however, the Province of Saskatchewan reasserted its jurisdiction over such employees and employers by repealing the Labour Relations Act, 1944, which made the Regulations applicable to them and enacting the Saskatchewan Trade Union Act, 1944. The agreement between the Dominion and the Province of Saskatchewan has remained in effect, however, for employers and employees in the Province who come within the industries described in Schedule A of the Regulations.

Effect was given to the agreements by Orders in Council passed by the Dominion and the respective provinces.

SCOPE OF NATIONAL AND PROVINCIAL LABOUR RELATIONS BOARDS

It is essential for a proper appreciation of the jurisdiction of the various Labour Relations Boards to be aware of the effect of the Dominion-Provincial agreements and the fact that the Regulations apply, or are applicable, to the following three general classes of employers and their employees:

1. *Employees and Employers engaged in industries of an international, national, or interprovincial character*, which are ordinarily within Dominion jurisdiction. These employers and their employees are under the jurisdiction of the National Board. In addition, the National Board, by virtue of the various provincial agreements, has jurisdiction over matters concerning employees in more than one province of a common employer and of several employers in proceedings under Section 5(3) of the Regulations.

2. *Employees and Employers in essential war industries as described in Schedule A of the Regulations*. By the various Dominion-Provincial agreements jurisdiction over such employees has been delegated to Provincial Labour Relations Boards in all matters affecting the Regulations except the appointment of Conciliation Officers, pursuant to Section 12 of the Regulations, and the establishment of Conciliation Boards. In the Province of Alberta, which has no Wartime Labour Relations Board, matters affecting employees in industries defined in Schedule A are administered by the National Board.

3. *Employees and Employers in all other industries ordinarily within the legislative jurisdiction of the province* where the province has by appropriate enabling legislation made such industries subject to the Regulations. The

enactment of such legislation is entirely within the discretion of the various provinces. Where provincial employees have been brought under the Regulations, jurisdiction is vested in the provincial Labour Relations Board in the same manner as for employees in war industry described under Schedule A of the Regulations.

Five provinces, British Columbia, Manitoba, Ontario, New Brunswick and Nova Scotia, have enacted enabling legislation, and the Regulations, therefore, cover all employees, as defined, in those Provinces. In the Provinces of Quebec and Saskatchewan, the Provincial Labour Relations Boards administer matters only relating to industry under Schedule A. With respect to Alberta, the National Board administers matters affecting persons engaged in such industry in that province.

FUNCTIONS OF THE NATIONAL AND PROVINCIAL LABOUR RELATIONS BOARDS

By virtue of the Regulations, each Wartime Labour Relations Board is authorized to perform various functions on behalf of those employees and employers within its particular jurisdiction. The most important functions are:

1. Certification of bargaining representatives upon application and when, following an investigation conducted by the Board and a hearing of the parties if desired, such representatives are shown to be properly elected by an employees' organization or chosen by a trade union and supported by a majority of the employees affected. In performing this certifying function, the Boards must determine the appropriateness of the unit (the groups of employees or plant or portions of a plant covered by the application) for collective bargaining purposes. The Boards must also decide upon the exclusion of confidential and supervisory employees exercising management functions from the bargaining unit.

2. Intervention with a view to completion of a collective agreement. Where negotiations have failed to bring about an agreement, the Board on request must refer or certify the matter to the Minister of Labour for the appointment of a Conciliation Officer and, if recommended by the Officer, a Conciliation Board.

3. Establishment of a procedure for the final settlement of disputes concerning the interpretation or violation of the terms of a collective agreement. This function is confined to situations where the agreement itself lacks a procedure for the final settlement of such disputes.

4. Instituting or granting or refusing permission to institute prosecutions for violation of the Regulations. It is within the discretion of the Board to institute court proceedings or grant or withhold permission to prosecute in matters concerning unfair labour practices, illegal strike or lockout action, bargaining in bad faith, or other breach of the Regulations. Leave of a Board is necessary before Court action can be taken.

5. In addition, the National Board exercises jurisdiction as an appeal tribunal in respect of decisions made by provincial Boards or agencies. Any party to proceedings before a provincial Board may appeal to the National Board by leave of either the provincial Board or the National Board.

BOARD REGULATIONS RELATING TO PROCEDURE

Each provincial Board may make Regulations as to its procedure in the performance of its functions, as described above, but such provincial Regulations must not be inconsistent with the Wartime Labour Relations Regulations or the Regulations of the National Board relating to procedure.

The Regulations of the National Board concerning procedure were adopted on June 7, 1944, pursuant to Section 27 of Order in Council P.C. 1003, and given the approval of the Minister of Labour. Twice during 1944 they were amended. As amended, the Regulations provide the procedure to be followed: in applying for the certification of bargaining representatives, in seeking the intervention of the Board for conciliation services, in requesting a procedure for the final settlement of grievance disputes, in appealing from the decisions of provincial Boards, in requesting stays of proceedings where votes have been ordered by provincial Boards, and in applying for leave to institute prosecutions for violation of the Regulations. During the fiscal year 1945-46 the Board again amended its Regulations to provide for the substitution of bargaining representatives for those no longer available so to act by reason of death, resignation, illness or other cause.

Lack of space prevents a description of the procedures prescribed in making the various types of applications for the services of the Boards. However, the Regulations relating to procedure may be obtained by writing to the Board.

WARTIME LABOUR RELATIONS BOARD (NATIONAL)

During the fiscal year ending March 31, 1946, the National Board held thirty-one meetings, sitting once or twice each month for two or three-day sessions. In addition to other activities, statistics of which are given below, some 48 hearings were held, with approximately 56 employers and 79 trade unions and employees' organizations being represented before the Board. About one-third of the meeting time of the Board was occupied in hearing these oral representations. Twenty-three of the hearings involved applications for certification, twenty-four involved appeals or groups of appeals from the decisions of provincial Boards, and one concerned an application to vary a judgment given by the Board.

DECISIONS AND JUDGMENTS OF THE NATIONAL BOARD

The National Board during its existence has made certain decisions and issued various judgments of importance in the administration of the Regulations and in the understanding of the principles expressed in the Regulations. Some of these decisions and judgments are summarized briefly below.

DECISIONS CONCERNING DEFINITIONS

The Regulations define the terms and concepts used therein. For instance, the word "employee", as defined, excludes persons employed in a confidential capacity or having authority to employ or discharge other employees. Various decisions of the Board bear upon the extent of such confidential or supervisory duties. It is the practice of the Board to ascertain, by means of tests, the exact nature and degree of responsibility inherent in the duties of various classifications which might be supervisory or confidential. It is not possible to exclude such personnel simply by classification, as there is often a wide variation in the duties performed under the same classification.

The Board has at various times excluded from bargaining units such employees as monthly salaried matrons and nurses, masters and chief engineers, grain shippers, superintendents, yardmasters, weighmasters, foremen above the level of working supervisors, power-house clerks, managers' stenographers, secretaries to executives, chief stewards, accountants, accountants' clerks, food checkers, chefs, bell captains, chief cashiers, safety and first aid supervisors, payroll personnel, purchasing agents, watchmen, policemen and guards, pursers and assistant pursers, chief radio officers, check pilots and pilots.

Persons doing "auditing as commonly understood" have been excluded from a bargaining unit, it being specified that routine checking and clerical work was not deemed to be auditing (*In re Quebec Railway, Light, Heat & Power Co., Ltd., et al., May 23, 1944*).

The Board ruled, on April 12, 1944, that "for purposes of the Regulations, persons employed in a professional capacity shall be deemed to be employed in a confidential capacity". On February 13, 1945, the Board reviewed this decision and recommended that for the present the Regulations apply to professional personnel other than those having confidential or supervisory duties (*In re various professional and other organizations, Feb. 13, 1945*).

The Board has included watchmen unless it has been shown that they had confidential or supervisory duties (*In re Ottawa Electric Railway Co., et al., April 27, 1944*).

The Board has held that the Regulations do not limit the right of temporary employees, of any age group, to participate in collective bargaining (*In re Dairy Co-Operative Marketing Association, Ltd., et al., Aug. 30, 1944*, and also *in re Sunshine Waterloo Co., Ltd., Waterloo, Ont., et al., April 24, 1945*).

In connection with the definition of a trade union, the Board has ruled that where the union concerned has applied for a charter and such a charter has been issued before the hearing of an application for certification by a provincial Board (no objection being raised by the employer at the hearing) appeal could not be allowed on the ground that the trade union had no charter (*In re Packard Electric Co., Ltd., et al., Oct. 25, 1944*).

The Board, in dealing with several applications for the certification of bargaining representatives for bargaining units composed of marine officers, excluded chief engineers and masters as employed in a confidential or supervisory capacity. The majority of the Board ruled, however, that an agreement including such personnel with other employees was a collective agreement within the meaning of the Regulations, that it could be terminated under the Regulations and that conciliation services pursuant to Sections 11, 12 and 13 would be available to the parties if negotiations for renewal of the agreement were unsuccessful. A dissenting minority opinion held that as the chief engineer and masters were not employees as defined in the Regulations and, as they had "employer" status, they could not negotiate a collective agreement under the Regulations (*In re Union Steamships Limited, et al., Nov. 22, 1944*).

The Board has refused to certify representatives for a bargaining unit composed entirely of guards and constables because of the confidential nature of the duties performed by such personnel in the case in question (*In re National Harbours Board, Montreal, et al., Nov. 9, 1944*).

Similarly, the Board has refused to certify bargaining representatives for a unit composed of foremen and supervisors because the degree of supervision exercised excluded such personnel from the scope of the Regulations (*In re Canadian National Railways, et al., April 12, 1945*).

The Board in a majority decision has certified bargaining representatives for organizations of firebosses, ruling that such employees did not perform supervisory and confidential duties of such a nature to permit exclusion from the scope of the Regulations. A dissenting opinion held that such employees had "employer" status under the Regulations (*In re Various Coal Companies, et al., Western Canada, Feb. 1, 1945*; dissenting opinion, Feb. 14, 1945).

The Board has excluded West Indian Seamen from a bargaining unit because the agreements covering such personnel are first opened in West Indian ports and certification with respect to such employees under the Regulations would invite conflict with the provisions of the Canada Shipping Act (*In re Canadian National (West Indies) Steamships Limited, et al., April 12, 1945*).

The Board, on appeal, has held that fishermen, whose remuneration is a share in the proceeds after certain deductions of the fish caught, are employees within the meaning of the Regulations (*In re Owners of Various Fishing Vessels, Halifax and Lunenburg, N.S., et al., Feb. 7, 1946*).

With regard to the definition of "employer" given in the Regulations, the Board has not included Trans-Atlantic pilots employed by Trans-Canada Air Lines in a bargaining unit for the reason that the Company is considered to be an agent of His Majesty in right of Canada with respect to its Trans-Atlantic operations and thus not an employer within the meaning of the Regulations (*In re Trans-Canada Air Lines, et al., April 10, 1945*).

The Board has upheld the decision of the New Brunswick Board that the New Brunswick Electric Power Commission is not an employer within the meaning of the Regulations, nor the persons employed by it employees within the meaning of the Order, for the reason that the Commission is a corporation acting for or on behalf of or as an agent of His Majesty in the right of the Province of New Brunswick (*In re New Brunswick Electric Power Commission, et al., April 2, 1946*).

DECISIONS CONCERNING THE APPLICATION OF THE REGULATIONS

The Board has ruled that hotel employees of railway companies are, pursuant to Section 3(1) (a) (ii), within the jurisdiction of the National Board (April 13, 1944).

In connection with Item 8 of Schedule A, the Board has declined jurisdiction over a company manufacturing a relatively unimportant amount of chemicals (*In re Merck & Co., Ltd., Montreal, et al., June 7, 1944*).

A majority of the Board has ruled that with respect to "naval, military or air stores", as mentioned in Item 12 of Schedule A, a work, undertaking or business must be exclusively and not partially engaged in such production in order that the employees may come within the scope of the Regulations in those provinces which had not brought provincial employees under the Regulations (*In re Dominion Oilcloth & Linoleum Co., Ltd., Montreal, et al., May 10, 1944*; also *In re Canadian Ingersoll-Rand Co., Ltd., Sherbrooke, Que., et al., May 22, 1945*).

Reiterating this decision in upholding a decision of the Quebec Board dismissing an application for certification, a majority of the Board has held that a Company manufacturing radios to 90 per cent of capacity for war purposes was not within the scope of Item 12 of Schedule A of the Regulations. It was also held that radio manufacturing for aircraft purposes did not bring the Company within Item 2 of Schedule A (*In re Canadian Marconi Limited, Montreal, et al., April 10, 1945*).

The Board, on appeal, has held that the Quebec Board properly exercised jurisdiction under Schedule A of the Regulations in certifying bargaining representatives on behalf of the employees of a Company partially engaged in producing or processing natural or synthetic rubber. The decision of the Board drew a distinction between the various items of Schedule A, pointing out that some were restricted to "war purposes" while others were industry-wide in scope. In the latter group, the Board held that the Quebec Board had jurisdiction, even though the output were for civilian purposes or even though only a portion of the employees were so engaged, in virtue of the National Emergency Transitional Powers Act which, through Order in Council P.C. 7414, continued in effect the regulations and orders made under the War Measures Act (*In re British Rubber Co. of Canada, Ltd., Montreal, et al., April 2, 1946*).

In connection with Item 13 of Schedule A, the Board has declined jurisdiction over transportation employees in the Traffic Department of a Company not primarily engaged in transportation (*In re Canadian Car & Foundry Co., et al., Montreal, May 22, 1944*).

DECISIONS CONCERNING THE CERTIFICATION OF BARGAINING REPRESENTATIVES
AND THE DETERMINATION OF APPROPRIATE UNITS

Sections 5 to 9, inclusive, of the Regulations are concerned with the conditions prerequisite to and surrounding the certification of bargaining representatives. The determination of appropriate bargaining units is a necessary function in the certification process and Sections 7 and 25 refer in part to the duties and powers of the Board in defining such units. The Board may refuse to certify if bargaining representatives have been improperly elected or appointed or if the unit is considered inappropriate in form and scope for collective bargaining purposes. Some of the decisions of the Board on such matters follow. While an attempt has been made to group the decisions given, this can only be accomplished generally for the reason that decisions given in one connection often bear upon other functions of the Board.

The Board has consistently ruled that Section 5 (1) requires that bargaining representatives be elected by more than 50 per cent of the employees eligible to vote and not just a majority of the employees voting (*In re Hudson Bay Mining & Smelting Co., Ltd., Flin Flon, Manitoba, et al.*, August 15, 1944).

The Board has rejected an application made by an employees' organization under Section 5 (1) where the vote of the employees to elect bargaining representatives had been by departments rather than plant-wide. A departmental or sectional vote is not regarded as a proper compliance with Section 5 (1) (*In re Canadian Car & Foundry Co., et al.*, Montreal, June 6, 1944). This decision was reiterated by the Board in dismissing an appeal (*In re Foster Wheeler, Ltd., St. Catharines, et al.*, April 10, 1945).

The Board has ruled that bargaining representatives need not be elected at a meeting of all the employees pursuant to Section 5 (1) where the majority of the employees affected are members of a trade union. In such case, subsection 2 of Section 5 governs (*In re Packard Electric Co., Ltd., St. Catharines, Ont., et al.*, Oct. 25, 1944).

In this connection, the Board has dismissed an appeal where a trade union has severed its affiliation following its application for certification to the Ontario Board. In this case, the appellant organization could no longer qualify under Section 5 (2) and, the evidence revealed, it had not held a proper election under Section 5 (1) (*In re Foster Wheeler, Limited, St. Catharines, et al.*, April 10, 1945).

Similarly under Section 5 (2), invariably the Board has rejected certification where the trade union involved has failed to establish that it has as members a majority of the employees affected (*In re Sarnia Elevator Co., Ltd., et al.*, Dec. 7, 1944).

However, in one instance, the Board in a majority decision has ordered a vote of employees in an appeal case where the appellant union had only the support of approximately 50 per cent of the employees affected, stating that such a vote should be taken "whenever there is any reasonable doubt as to the wishes of the employees as regards bargaining representatives or as to discrimination being practised". A minority opinion in this case stated that a vote should take place "only when it can be definitely proven that an act or acts of the employer adversely affected the support given to the union to the extent that majority support would have accrued had such act or acts not taken place" (*In re Honeysuckle Bakeries, Ltd., Winnipeg, et al.*, August 9, 1945). In another appeal involving the support necessary to make application, the Board reversed the decision of the Quebec Board to take a vote of employees where the evidence revealed the applicant had only the support of 5 per cent of the employees affected. In this case, the National Board rejected the application for certification (*In re Marine Industries, Ltd., Sorel, Que., et al.*, Sept. 12, 1945).

In appeals against the decision of the Ontario Board which had directed that a second vote be held where the majority of the employees had not voted for one union, the second vote to have only the name of the applicant union on the ballot, the Board allowed the appeal and set aside the decision to take the second vote (*In re Wright-Hargreaves Mines, Ltd., Kirkland Lake, Ont., et al.*, Feb. 28, 1945). The grounds given were that a "run-off" vote could not prove that a majority of the employees affected were members of one trade union because the first vote had established that such was not the fact. In this decision, the Board set forth a procedure which should be followed in dealing with applications for certification of bargaining representatives. The effect of the procedure was that the name of intervening or competing unions would not be placed on the ballot unless the Board was satisfied that a majority of the employees were members of the intervening union as well as of the applicant union. If the applicant organization did not get a majority vote the Board stated that the way would be open for an application by the rival organization. If under this procedure an application were rejected the union concerned should not make a new application until at least six months had elapsed.

The Board referred to the Wright-Hargreaves decision, in upholding an appeal against a decision of the Manitoba Board which had the effect of placing the name of a second organization on a ballot. The Board drew attention to Rule 5 of the decision and ordered the name struck off the ballot for the reason that there was no *prima facie* evidence to indicate that the competing organization had the support of a majority of the employees affected (*In re Shop-Easy Stores, Ltd., Winnipeg, et al.*, April 10, 1945).

The Board has modified Rule 5 of its Wright-Hargreaves decision and included the name of an organization other than the applicant organization on the ballot where such organization holds or has hitherto held the collective agreement with the employer (*In re New York Central Railroad, et al.*, May 22, 1945). In a later appeal decision involving this point, the Board specifically refused to permit the name of a second organization to appear on the ballot, stating that it had had no previous recognition as the bargaining representative of the employees or had not held a collective agreement with the employer (*In re National Steel Car Corp., Ltd., Hamilton, et al.*, Oct. 9, 1945).

The Board, in an appeal, interpreted the procedure laid down in the Wright-Hargreaves case as not limiting a union in point of time from electing bargaining representatives or limiting a union other than the applicant union from making an application within six months. The Board also held that the restrictions in time stated in the Wright-Hargreaves decision applied only after the application had been rejected where a vote had been taken and was not of general effect where the application was rejected for other reasons (*In re Northern Shirt Co., Ltd., Winnipeg, et al.*, August 14, 1945).

In an appeal, the Board has stated that "where a union has satisfied the Board that it has the requisite majority of members in either the unit of employees specified by it in its petition or in the unit of employees established by the Board, the Board is acting within its authority in directing a vote". In the case under appeal the unit was undergoing some contraction because of reduced operations and this rendered difficult the determination of the number of employees actually involved in the proceedings (*In re National Steel Car Corp., Ltd., Hamilton, et al.*, October 9, 1945). In a later decision involving this point, however, the Board reversed the decision of the Quebec Board which had ordered a vote where the applicant had a majority support in the unit applied for but not in the unit which the Quebec Board established. In this case, the Quebec Board, in dealing with a previous application of the appellant union had already determined the unit on its broader basis as appropriate and had

certified the appellant for such a unit. It was this factor which influenced the Board's decision (*In re Johnson's Company, Thetford Mines, Que., et al.*, April 23, 1946).

The Board has held that a provincial Board properly may certify without ordering a vote if there is evidence before that Board that the majority of employees in the bargaining unit are members of the applicant organization (*In re British Rubber Co. of Canada Ltd., Montreal, et al.*, April 2, 1946).

In an appeal, the Board ruled that a union might make application for the certification of bargaining representatives, stating that the Regulations treat a union as a legal entity by authorizing it to appoint bargaining representatives to enter into a collective agreement and make it liable for penalties for breach of the Regulations. The Board also construed Section 5(2) to mean that both trade union officers and other persons could be appointed bargaining representatives. The Board further held that a proper election or appointment of bargaining representatives had not taken place where only the union had been named as bargaining agent (*In re Ford Motor Co. of Canada, Ltd., Winnipeg, et al.*, Dec. 6, 1944).

In dismissing an appeal, the Board has ruled that: "Once the Board is satisfied that the bargaining representatives have been duly elected or appointed and that the unit of employees concerned is appropriate for collective bargaining, the Board must certify bargaining representatives without regard to the bargaining agency by which they have been elected or appointed." (*In re Sydney & Louisburg Railway Co., et al.*, March 27, 1945).

The Board has ruled that persons, not employees of the employer concerned in the application, may be certified as bargaining representatives (*In re Canadian Pacific Air Lines Ltd., et al.*, May 10, 1944).

The Board has required that applications be amended as to date of filing where an application has been filed before the election or appointment of bargaining representatives (*In re Union Oil Co., of Canada, Ltd., et al.*, Feb. 1, 1945; also *in re Empire Stevedoring Co. Ltd., New Westminster, B.C., et al.*, June 19, 1945).

The Board has refused to certify bargaining representatives where no employees were employed at the time the application was considered (*In re Victoria & Vancouver Stevedoring Co., Ltd., et al.*, Nov. 22, 1944).

The Board has not certified the names of bargaining representatives submitted for the purpose of acting as alternates to regular bargaining representatives (*In re Lamaque Mining Co., Ltd., Bourlamaque, Que., et al.*, July 18, 1944).

The Board has deleted from certification the names of bargaining representatives named in the application but not designated in the minute of appointment adopted by the trade union when naming bargaining representatives (*In re Marine Industries, Ltd., Sorel, Que., et al.*, July 19, 1945).

The Board has certified bargaining representatives for the employees of various employers as represented by an employers' federation. However, the names of the individual employers were listed in the certificate issued by the Board (*In re Shipping Federation of Canada, Inc., Montreal, et al.*, Nov. 22, 1944).

The Board has always permitted an organization to apply for certification of bargaining representatives even though the organization has an agreement covering the group of employees for whom it is desired bargaining representatives be certified (*In re Quebec Power Co., et al.*, July 5, 1944).

The Board has ruled on appeal that it is in the power of a provincial Board to permit a union to withdraw its application for certification where an application filed by a rival organization has failed, thus leaving the first union free

under the Regulations to hold or renew its agreement with the employer without benefit of certification (*In re Lake Shore Mines, Ltd., Kirkland Lake, Ont., et al., March 5, 1946*).

The Board, on appeal, has refused to certify bargaining representatives for an employees' organization where the circumstances were that representatives of another organization had been certified and had taken all steps prescribed by the Regulations toward the negotiation of a collective agreement. In the case cited below, the employer had refused to sign an agreement, claiming that the employees had changed their allegiance to another union. The Board pointed out that the Regulations do not provide for the revocation of certification and that Section 9 of the Regulations provides that the employees may elect new bargaining representatives only after the expiry of 10 months of the term of a collective agreement (*In re Sitka Spruce Lumber Co., Ltd., Vancouver, et al., Feb. 5, 1946*).

The Board has dismissed an appeal where the appellant union has made application to the Saskatchewan Board for the certification of bargaining representatives at a date closely subsequent to the signing of an agreement between the employer and another organization, holding that in the particular circumstances the time of application was too late and the agreement must stand (*In re Western Dominion Coal Mines, Limited, Taylorton, Sask., et al., July 17, 1945*).

APPROPRIATE UNITS

The Board has on various occasions rejected applications for the certification of bargaining representatives for the reason that the bargaining unit in each case was not appropriate in scope for purposes of collective bargaining. In one case affecting railway ticket sellers employed in Toronto, the Board rejected the proposed bargaining unit, stating that the unit should include similar employees at other points on the railway (*In re Canadian Pacific Railway Company, et al., May 22, 1944*). In another case, the unit expressed in the application covered the employees of a bus company employed at only four points, the Board stating, in rejecting the application, that the bargaining unit should include employees at various other points (*In re Western Canada Greyhound Lines, Ltd., et al., April 10, 1944*).

However, the Board in a majority decision determined as appropriate a bargaining unit composed of the employees of one of the ten district accounting offices operated across the country by a national railway (*In re Canadian Pacific Railway Co., Moose Jaw, Sask., et al., February 5, 1946*). In a majority decision given later, the Board refused to certify bargaining representatives for a group of radio broadcast technicians employed in the Toronto District by the Canadian Broadcasting Corporation. It was the opinion of the majority that the interdependence of operations between different points permitted only the determination of a unit consisting of all radio broadcast technicians employed across the country (*In re Canadian Broadcasting Corporation, et al., March 5, 1946*).

On appeal, the Board has set aside a certification issued by the Saskatchewan Board which had established warehousemen as an appropriate unit separate from office workers and salesmen. The Board ruled that in this case all these classifications should form one unit, employment conditions being similar (*In re Western Grocers Ltd., Prince Albert, et al., Sept. 28, 1944*).

The Board has declined to include within the specified bargaining unit the employees of a contractor doing construction work for the employer affected by the application (*In re Beattie Mines (Quebec) Ltd., Duparquet, Que., et al., June 21 1944*).

The Board has rejected an appeal which sought to have apprentices excluded from the bargaining unit (*In re Kelsey Wheel Co., Limited, Windsor, et al.*, Sept. 11, 1945).

In an appeal against a decision of the Ontario Board which established a bargaining unit excluding certain truck drivers, the Board allowed the appeal and made the truck drivers part of the bargaining unit. This decision stated that a Board's power to determine the appropriate unit was not limited by the expressed wishes of either the union or the employer (*In re Star Publishing Co. of Windsor, Ltd., et al.*, March 27, 1945).

Craft groups have been voted separately on many occasions in order to ascertain if such groups desire separate bargaining representation, pursuant to Section 5 (4) of the Regulations, or desire to be included in a general bargaining unit. The Board, on appeal, has ordered a new vote of the employees of a plant-unit and restricted voting to craft groups (*In re McCaskey Systems Ltd., Galt, et al.*, Dec. 7, 1944). Similarly, since its decision as above mentioned regarding the application of Order in Council P.C. 1003 to professional personnel, the Board has voted professional engineers separately (*In re Calgary Power Co., Ltd., et al.*, Feb. 28, 1945). The Board has segregated all engineers assistants who are professional engineers in a case where such personnel voted against inclusion in a general unit (*In re Bell Telephone Co. of Canada, et al.*, Feb. 1, 1945).

The Board has refused to enlarge a bargaining unit which had been represented over a period of years by a trade union under an agreement. The Board held the established unit to be appropriate under the circumstances (*In re Toronto, Hamilton & Buffalo Railway Company, Hamilton, et al.*, Feb. 5, 1946).

The Board has held that road train conductors employed in Canada by a carrier operating in the United States are within the jurisdiction of the National Board and entitled to elect bargaining representatives and be certified for a bargaining unit composed of such employees without regard to similar personnel employed in the United States by the same employer (*In re New York Central Railroad, et al.*, May 22, 1945).

The Board dismissed an appeal against the decision of the Ontario Board which directed that votes be taken without providing that employees on leave in the Armed Services be given an opportunity to vote. The Board ruled that employees absent on military service should not be included in the bargaining unit (*In re Dome Mines, Limited, Timmins, Ont., et al.*, Nov. 9, 1944). In this same connection, the Board in an earlier decision had allowed employees attending reserve army camps to vote for the election of bargaining representatives (*In re Canadian Pacific Railway Co., Canadian National Railways, et al.*, July 19, 1944).

The Board has certified bargaining representatives for a bargaining unit composed of the employees of five vessels where the evidence revealed that the vessels, though separately incorporated, and their employees were under the control of an operating Company which did the hiring and looked after the payment of the employees (*In re British American Oil Co., Ltd., Toronto, et al.*, Oct. 9, 1945).

During 1944, the Board's power to determine the appropriate bargaining unit was challenged in one instance in the Courts. The Board had excluded from the bargaining unit certain captains, assistant captains and office staff employed by a ferry company. The excluded employees by injunction proceedings sought to restrain the Board from taking a vote of the personnel included in the bargaining unit. The injunction was dismissed and the Board's power to determine the bargaining unit was upheld by the Superior Court

of Quebec. Subsequently, on appeals, the Quebec Court of King's Bench (Appeal Side) and the Supreme Court of Canada also upheld the authority of the Board to determine the unit (*In re Levis Ferry Limited, et al.*, July 5, 1944).

DECISIONS AFFECTING NEGOTIATION OF COLLECTIVE AGREEMENTS

The Board has ruled, regarding the word "may" in subsection 3 of Section 4 of the Regulations, that the subsection must be read in conjunction with Section 10 which "requires" entrance into negotiations (April 11, 1944).

In a judgment dismissing an appeal, the majority of the Board ruled that the supplementary agreements concerned in the case did not constitute a re-negotiation of the master agreement and that, therefore, new bargaining representatives could be appointed as more than ten months of the term of the master agreement had elapsed (*In re Port Arthur Shipbuilding Co., Ltd., et al.*, Oct. 25, 1944).

In a case where it was desired that the agreement be signed by particular persons, the Board ruled that it considered itself to have no jurisdiction with respect to the manner in which a collective agreement is signed or the particular persons signing an agreement (*In re Canadian Pacific Railway Company, et al.*, March 27, 1945).

DECISIONS CONCERNING INTERVENTION FOR CONCILIATION SERVICES AND THE DURATION AND RENEWAL OF AGREEMENTS

The Board has allowed an appeal against a decision of the Ontario Board which, before the amendment of Section 16, had permitted intervention pursuant to Section 11 where the union having the agreement had not been certified. The judgment pointed out that Sections 15 and 16 having been amended to permit such action, the provincial Board might again intervene and refer the matter to the Minister. In this case, the Board concurred with the Ontario Board that the automatic renewal clause involved was inconsistent with the Regulations and could not operate as a bar to intervention (*In re Motor Products Corp., Windsor, et al.*, Sept. 2, 1944).

On appeal, the Board has said, with respect to an interpretation of Sections 15 and 16, that "the Board interprets renewal in Section 15 of the Regulations as meaning renewal with or without amendment. In negotiations for renewal of a collective agreement the terms thereof are subject to change when renewal with amendment is requested in the same way as when notice of termination has been given. The negotiations for renewal do not interfere with the right to terminate". In this case, the Board upheld the decision of the Ontario Board which had referred the matter to the Minister of Labour for conciliation services pursuant to Section 11 (*In re Motor Products Corp., Windsor, et al.*, Jan. 30, 1945).

A majority of the Board reaffirmed the above decision in three appeals which involved similar automatic renewal clauses. The Board stated that its earlier decision did not mean that if either party seeks amendment of an agreement such action was equivalent to bringing about the expiry date of the agreement. The Board found that the automatic renewal clauses in question each had an expiry date, *i.e.*, the expiry date of negotiations for amendment and automatic renewal, even though such a date was contingent upon previous notice to terminate the agreement. It was stated that it would not be consistent with the purpose of the Regulations if it were held that the agreements had no expiry dates and that they must continue until terminated by notice without right to conciliation in negotiations for renewal (*In re Canadian Bridge Co., Ltd., et al.*, March 27, 1945).

The majority of the Board dismissed three appeals against the decisions of the Ontario Board which had refused to intervene under Section 11 and refer the matters to the Minister for conciliation services. Two members of the Board held that, as the agreements were for the duration of the war, negotiations for renewal were premature. Four members held that the requirements of Section 16 (1) of the amended regulation had not been met, *i.e.*, the appellant had not terminated the agreement so that an expiry date might be established which would allow negotiations for the renewal of the agreement (*In re General Motors of Canada, Ltd., et al.*, March 27, 1945).

The Board, on appeal, has upheld a decision of the Quebec Board to the effect that the termination clause in the agreement in question provided that the agreement should continue during negotiations for a new agreement, and, therefore, the Company was bound by the seniority provisions of the agreement and the ruling of an Arbitration Board based thereon. However, the National Board held that the Quebec Board could not require specific performance of the terms of a collective agreement, the jurisdiction of that Board being confined to instituting or consenting to prosecutions with respect to offences against the Regulations (*In re Noorduyt Aviation Limited, Montreal, et al.*, April 25, 1945).

DECISIONS CONCERNING PROCEDURES FOR THE FINAL SETTLEMENT OF DISPUTES

The Board has allowed an appeal against a decision of the Ontario Board which, in establishing a procedure for the final settlement of disputes, had specified that the procedure would apply to "disputes concerning a grievance arising *under* the collective agreement". The Board ruled that the jurisdiction of the Ontario Board was limited by Section 18 to establishing a procedure for the final settlement of differences "concerning the interpretation or violation of the collective agreement" (*In re Dominion Forge & Stamping Co., Ltd., et al.*, Windsor; Sept. 28, 1944). The Board has reiterated its decision in this connection on several occasions.

The Board, on appeal, has upheld the decision of the Manitoba Board to the effect that it has no jurisdiction to establish a grievance procedure under Sections 17 and 18 of the Regulations if the agreement has expired at the time a grievance arises (*In re the City of Winnipeg, et al.*, July 19, 1945).

DECISIONS CONCERNING UNFAIR LABOUR PRACTICES

In reply to a request for a ruling regarding the effect of Section 19, concerning unfair labour practices, the Board declared: "The present Board is disposed to give consent for prosecution in a case where there is sufficient evidence to indicate that an unfair practice may have been committed by reason of an employer paying travelling or other expenses of an employee or a representative of a trade union, or an employees' organization, incurred in attending meetings or conferences for the purpose of collective bargaining" (*In re Bell Telephone Company of Canada, et al.*, July 5, 1944).

In an appeal against the decision of the Ontario Board ordering a second vote where the employer had spoken words to the employees prior to the vote which the provincial Board decided had exerted pressure on the employees to abstain from exercising their lawful rights, the majority of the National Board were of the opinion that the address of the employer was not in violation of Section 19 (2) (c) of the Regulations since he was not seeking to *compel* the employees to vote against the trade unions concerned. A dissenting minority opinion held that the words of the employer were a veiled threat and were uttered for the purpose of compelling the employees to vote against the trade unions (*In re National Paper Goods, Limited, Hamilton, et al.*, March 13, 1945).

In an appeal launched by a trade union in which it was alleged that an employees' association was dominated by the employer, the majority of the Board allowed the appeal and set aside the certification. It was put forward by the appellant that the Constitution of the employees' association provided for the election of directors by the employer and for an examination of the books of the association by the employer's auditor. In addition, the president of the association, in a public statement on the property of the employer, had said that dismissals and discrimination would result if the trade union were to become the bargaining agent. The Chairman of the Board, while not dissenting from the majority opinion as to the result, expressed the view that the evidence supported a finding that the association was not dominated by the employer though the unusual provisions in the Constitution of the association inclined one toward that view. The Chairman was also of the opinion that the threats of the president of the association were far from sufficient to establish domination but that in future the employer would be well advised to immediately disavow similar threats made on company property (*In re Maritime National Fish Co., Ltd., Halifax, et al., Jan. 30, 1945*).

The Board has dismissed an appeal based upon an alleged unfair labour practice that an employee had improperly influenced a vote of employees held to determine bargaining representation. The Board decided that the person in question was not an officer or agent, but merely a member of the union, and that the majority gained by the union in the vote was sufficient to discount whatever improper action might have been committed and was sufficient to render unnecessary the taking of a second vote (*In re Toronto General Hospital, et al., May 22, 1945*).

On appeal, the Board has refused to order a second vote where allegations of employer interference were not substantiated and where the objections of the appellant would not have affected the result of the first vote (*In re Manitoba Steel Foundries, Ltd., Selkirk, Man., et al., July 18, 1945*).

On appeal, the Board has refused to certify bargaining representatives on the application of an employees' association which was incorporated by a solicitor who was at the same time a director of the Company involved and who subsequently acted as counsel for the association in proceedings before the Ontario Board and the National Board (*In re National Paper Goods, Ltd., Hamilton, et al., Feb. 5, 1946*).

OTHER DECISIONS CONCERNING THE REGULATIONS

In an appeal, the Board has set aside a certification and ordered a vote where one of the interested parties had not been given an opportunity to present evidence and make representations pursuant to subsection 7 of Section 24 (*In re Vivian Diesels & Munitions, Ltd., Vancouver, et al., Aug. 31, 1944*).

A majority of the Board has granted leave to appeal and stayed a vote ordered by the Ontario Board for the reason that the agreement between the Dominion and provincial authorities permitted appeals against "any decision or order of the provincial Board..." This wording, it was ruled, did not apply only to decisions of a final nature but permitted interlocutory appeals (*In re Port Arthur Shipbuilding Co., Ltd., et al., Sept. 28, 1944*). However, where an appeal is launched prior to certification against a vote ordered by a provincial Board, it is the practice of the National Board to refuse a stay of the vote save in exceptional circumstances.

The Board has decided that where certification has been granted by a provincial Board in jurisdictional error, the applicant should file a new application with the National Board, which application would be investigated and considered by the Board in accordance with the usual procedure (*In re Canadian Collieries (Dunsmuir) Ltd., et al., August 16, 1944*).

The Board has taken the position that an appeal from a provincial Board shall be decided according to the evidence placed before the provincial Board and that new evidence shall not be admitted except upon proper application and in a proper case (*August 16, 1944*).

The Board has refused to hear representations of parties desiring to submit evidence when such parties were not directly interested in a hearing before the Board (*In re Crow's Nest Pass Coal Co., et al., Oct. 10, 1944*).

The Board has dismissed an appeal against the refusal of the Saskatchewan Board to reconsider its decision to certify bargaining representatives because the time limit set by the Board for entering an appeal had expired and because applications for the reconsideration of decisions would permit no end of proceedings under the Regulations (*In re John East Iron Works Limited, Saskatoon, et al., May 23, 1945*).

The Board has refused to entertain proceedings where an appellant had exceeded the time limits set by the Board for filing notice of appeal (*In re Sitka Spruce Lumber Co., Ltd., Vancouver, et al., August 14, 1945*).

The Board has denied an appellant company the right to scrutinize trade union records submitted as evidence of employee support of an application for certification, stating that the Board has the responsibility of satisfying itself that the employees support the representatives chosen, subject to the requirement that all parties must be given an opportunity to be heard (*In re National Steel Car Corp., Ltd., Hamilton, et al., Oct. 9, 1945*).

In an appeal against a decision of the Ontario Board granting consent to prosecute, the Board has rejected the contention of the appellant that the Ontario Board should have investigated the merits of the case before granting consent, giving the opinion that "it is the function of the court which deals with the charge to determine the merits of the prosecution and we do not consider that the Board... is required to take evidence... in anticipation of the decision of the court...". The Board stated that consent to prosecute is warranted if the Board is satisfied that the matter involved is of a serious nature (*In re Joseph Stokes Rubber Co., Ltd., Welland, Ont., et al., Nov. 7, 1945*).

The Board has ruled that it is doubtful whether a Board has the power to amend a certificate once issued (*In re Ford Motor Co. of Canada, Ltd., Winnipeg, et al., Dec. 6, 1944*).

The Board has ruled that it has no jurisdiction to entertain an application to vary its judgment even where the application is based upon new evidence or an error in evidence (*In re National Paper Goods, Limited, Hamilton, et al., April 11, 1946*).

Where an application has been made covering additional classifications omitted in error from a previous application for which a certificate was issued, the Board has recalled the first certificate and issued a certificate containing the additional classifications (*In re Dominion Bridge Co., Ltd., et al., March 27, 1945*).

STATISTICS OF THE NATIONAL AND PROVINCIAL WARTIME LABOUR RELATIONS BOARDS

During the fiscal year 1945-46, the National Board dealt with a total of 116 applications for certification of bargaining representatives, 24 of which had been carried over from the previous fiscal year. The Board issued 76 certifications of bargaining representatives. A total of 13 applications were rejected by the Board and 9 were withdrawn by the applicants, while one application was referred to a provincial Board for consideration. Decision of the Board was pending on 17 applications at the end of the fiscal year.

Twenty-five representation votes were taken on the order of the Board during the fiscal period.

Appeals and applications for leave to appeal to the number of 39 (three carried forward from the previous fiscal year) were dealt with by the National Board during the fiscal year; 6 appeals were granted, 19 denied, 6 appeals were withdrawn by appellants. At the end of the fiscal year, the Board's decision on 8 appeals was pending.

During the fiscal year 1945-46, the various Provincial Wartime Labour Relations Boards dealt with a total of 1,418 applications for certification, 178 of which were carried forward from the previous fiscal year, and 813 certificates were issued by these Boards. Applications rejected numbered 183; withdrawn, 119; and 303 applications were under investigation or in abeyance at the close of the fiscal year.

A total of 111 representation votes had been ordered by provincial Boards during the fiscal year and 103 of these votes had been taken at the close of the period.

SUMMARY

Combining the statistics of the National and Provincial Wartime Labour Relations Boards, a total of 1,534 applications for certification of bargaining representatives were dealt with during the period April 1, 1945, to March 31, 1946; 889 applications were granted; 196 rejected, and 128 withdrawn by the applicants, the remainder being under consideration or in abeyance.

In all, 128 employees' representation votes were taken on the order of the various Boards.

TABLE—CERTIFICATION PROCEEDINGS BEFORE THE NATIONAL AND PROVINCIAL WARTIME LABOUR RELATIONS BOARDS
UNDER THE WARTIME LABOUR RELATIONS REGULATIONS, P.C. 1003, DURING FISCAL YEAR
APRIL 1, 1945—MARCH 31, 1946

WARTIME LABOUR RELATIONS BOARD (NATIONAL)

Number of Applications Received	Number of Applications Carried Forward from Previous Year	Total Applications Dealt with	Certification Granted	Applications Rejected	Applications Referred to Provincial Boards	Applications Withdrawn	Applications Pending at Close of Fiscal Year	Representation Votes	
								Ordered	Taken
92	24	116	76	13	1	9	17	25	25

PROVINCIAL WARTIME LABOUR RELATIONS BOARDS

1,240	178	1,418	813	183	.....	119	303	111	103
Totals...1,322	202	1,524	889	196	1	128	320	136	128

APPLICATIONS FOR LEAVE TO APPEAL AND APPEALS DEALT WITH BY WARTIME LABOUR RELATIONS BOARD (NATIONAL)
DURING FISCAL YEAR APRIL 1, 1945—MARCH 31, 1946

Applications for Leave to Appeal and Appeals Received During Year	Carried Forward from Previous Fiscal Year	Total Applications for Leave to Appeal and Appeals Dealt with	Appeals Granted	Appeals Denied	Appeals Withdrawn by Appellants	Pending at Close of Fiscal Year
36	3	39	6	19	6	8

VI.—INDUSTRIAL PRODUCTION CO-OPERATION BOARD

Created by Order in Council P.C. 162, January 18, 1944, to promote the growth of labour-management production committees in war industries, the Industrial Production Co-operation Board in the past fiscal year continued to encourage the extension of this form of joint industrial consultation. Branch offices have been established in eleven industrial centres: Vancouver; Winnipeg; Toronto; Hamilton; Windsor; London; St. Catharines; Montreal; Three Rivers; Amherst; Glace Bay. Through the activities of field representatives at these points, backed up by promotion material in the form of booklets, films and broadcasts, interest in labour-management production committees continued to grow. During the year, *Partners in Production*, a booklet on management experiences with joint production committees, was published, a sound slide film, *Working Together in Canada*, was produced for the Board by the National Film Board, reprints of articles dealing with production co-operation were distributed and a monthly bulletin, *Teamwork in Industry*, (called *Teamwork for Victory* prior to September 1945) was issued.

While the cessation of war production resulted in the dissolution of a number of committees, this loss was more than made up by the new committees which were organized. The number of labour-management production committees of which the Board has a record increased during the year from 315 to 444. Table 1 shows the distribution of labour-management production committees by industries and the number of employees covered by the committees.

The role of labour-management production committees in peacetime production was outlined by the Government in its brief at the Dominion-Provincial Conference on Reconstruction as follows:

Independent of collective bargaining machinery but filling an important role in labour-management relations are Joint Labour Management Production Committees. Introduced in wartime to examine and consider means to improve and increase production, they have met with success sufficient to warrant their continued existence and further development in the years to come.

These Committees are composed of persons directly engaged in production in the plants or units they represent. Labour representatives are democratically chosen and their numbers at least equal those of management.

Labour Management Production Committees are set up to examine carefully all recommendations of representatives of labour and management. The Committee's function is to advise and consult on problems of production. Grievances and problems relating to wages and working conditions must be left to the appropriate collective bargaining procedure. Labour should receive adequate explanations when their proposals are not accepted; they should co-operate in making effective recommendations which are adopted.

Joint Production Committees have come to be accepted as permanent democratic institutions in the United Kingdom and the United States. In Canada, the federal government intends to continue its active sponsorship of these Committees and invites the provincial governments to co-operate in such sponsorship.

An Advisory Committee composed of representatives of trade union groups, employers' organizations and officials of the Department of Labour functioned throughout the year. Employers were represented by representatives of the Canadian Manufacturers' Association and also by representatives of the Cana-

dian Construction Association. Trade unions were represented by representatives of the Canadian Congress of Labour, Trades and Labour Congress and the Canadian and Catholic Confederation of Labour.

TABLE 1.—NUMBER OF COMMITTEES AND NUMBER OF WORKERS REPRESENTED ON LABOUR-MANAGEMENT PRODUCTION COMMITTEES IN CANADA, BY INDUSTRIES, AT MARCH 31, 1946

Industry	Number of Labour- Management Production Committees	Number of Workers Covered by Committees
LOGGING.....	5	2,440
MINING		
Metallic ores.....	3	3,555
Coal.....	56	18,133
Other non-metallic minerals.....	2	1,921
	61	23,609
MANUFACTURING		
Textile products.....	14	3,934
Rubber and its products.....	8	9,012
Pulp and paper products.....	27	15,413
Lumber and its products.....	8	3,684
Edible plant products.....	15	4,356
Leather and leather products.....	17	4,089
Edible animal products.....	15	5,983
Iron and its products.....	88	54,319
Non-ferrous metals and their products.....	20	15,825
Clay, glass and stone products.....	1	516
Non-metallic mineral products.....	8	2,680
Beverages.....	7	2,923
Electric light and power.....	2	1,035
Chemicals and allied products.....	11	3,850
Electrical apparatus.....	17	13,731
	258	141,350
CONSTRUCTION.....	1	300
TRANSPORTATION AND STORAGE.....	79	31,895
COMMUNICATION.....	40	19,067
Totals.....	444	218,661

VII.—FAIR WAGES POLICY

The Fair Wages Policy of the Dominion Government was originally adopted as a Resolution of the House of Commons in 1900 and was later expressed in an Order in Council of June 7, 1922, which was subsequently amended by an Order in Council of April 9, 1924. The Fair Wage Order in Council contains certain conditions marked "A" which are applicable to contracts for building and construction work, and certain other conditions marked "B" which apply in the case of contracts for the manufacture of various classes of Government supplies and equipment.

Respecting contracts for building and construction work, the "A" conditions of the 1924 Order in Council were superseded, in so far as wages and hours were concerned, by a statute entitled the "Fair Wages and Eight Hour Day Act, 1930". This Act was, in turn, superseded by the "Fair Wages and Hours of Labour Act, 1935", which is still in effect. The clause relating to wages and hours is in the terms following:

All persons in the employ of the contractor, sub-contractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages. The working hours of persons while so employed shall not exceed eight hours per day or forty-four hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister.

Fair wages are defined in the Act as "such wages as are generally accepted as current for competent workmen in the district in which the work is being performed for the character or class of work in which such workmen are respectively engaged; but shall in all cases be such wages as are fair and reasonable".

This Act applies not only to contracts made with the Government of Canada for the construction, remodelling, repair or demolition of any work, but also to workmen employed on works of this nature by the Government direct who are excluded from the provisions of the Civil Service Act. It applies also to such works as are assisted by Government aid in the form of contribution, subsidy, loan, advance or guarantee.

On December 31, 1934, an Order in Council was passed rescinding the "B" conditions of the Fair Wages Order in Council previously in effect and substituting other conditions therefor. In addition to the original provision requiring the payment of wage rates not less than those generally accepted as current for competent workmen in the district in which the work was to be performed, the 1934 Order in Council stipulated minimum rates of 30 cents per hour for male workers 18 years of age and over and 20 cents per hour for female workers 18 years of age and over. Order in Council P.C. 3884, of May 30, 1941, raised the minimum rates to 35 cents per hour for males and 25 cents per hour for females, 18 years of age and over, and Order in Council P.C. 7679, October 4, 1941, made these conditions applicable to all employees in an establishment of any contractor, engaged in the manufacture of supplies and equipment for the Government regardless of whether such employees were actually engaged in the execution of the contract.

By Order in Council P.C. 6801, November 23, 1940, Regulations under the Fair Wages and Hours of Labour Act, 1935, were made and the Deputy Minister of Labour was made responsible for the investigation of claims for the payment of wages specified in fair wages schedules, and a procedure was established for the settlement of such claims.

The Western Labour Board, which was established in May, 1943, to deal with wage rates on Western defence projects, and which was made responsible for the administration of the Fair Wages and Hours of Labour Act, 1935, in Alberta, British Columbia, the Yukon and Northwest Territories, in so far as the Act pertained to Western defence projects, continued this administration during the year under review.

The responsibility for concurrence in the recommendations for the establishment of prevailing rates of pay for prevailing rates employees of the Government rests with the Department of Labour

Departments of the Government contemplating the calling of tenders for construction projects furnish the Department of Labour with particulars as to the nature of the work, the locality, the approximate cost and the classifications likely to be employed. The Department of Labour, thereupon, furnishes the Department concerned with a fair wage schedule showing the minimum wage rates to be paid for each classification, together with the standard conditions as specified in the "A" conditions. The schedule and conditions are included in the specifications and form part of the contract. Departments awarding contracts for the supply and manufacture of supplies and equipment include in the contract the standard "B" conditions and the minimum wage requirements of Order in Council P.C. 7679.

During the fiscal year ending March 31, 1946, the Department of Labour issued 354 fair wage schedules and the Western Labour Board 85, making a grand total of 439. During the same period, the sum of \$2,381.59 was collected from employers who had failed to pay the wages prescribed in fair wage schedules, or the minimum rates specified in Order in Council P.C. 7679, and adjustments were made in respect of 71 workers.

VIII.—CANADIAN VOCATIONAL TRAINING

The Training Branch of the Department of Labour is responsible for administering vocational training as authorized by the Vocational Training Co-ordination Act of 1942.

During the fiscal year ending March 31, 1946, activities included the following main divisions, all of which were carried on by means of Dominion-Provincial Agreements:

1. Youth Training, for the training of young people, including assistance to students;
2. War Emergency Training, for workers for industry, tradesmen for the Armed Forces and rehabilitation training for persons discharged from the Armed Forces;
3. Apprentice Training, for the training of indentured apprentices under the jurisdiction of Provincial Apprenticeship Acts;
4. The training for peacetime occupations of workers released from gainful employment;
5. Dominion assistance to the provinces for the carrying on and development of vocational training on the secondary school level.

From the inception of Dominion-Provincial Training in 1937 up to March 31, 1946, the gross enrolment under Youth Training has been 283,300 and under War Emergency Training 477,963.

GROSS ENROLMENT DURING THE FISCAL YEAR, 1945-46

Youth Training.....	5,062
Student Aid.....	2,471
Tradesmen for the Armed Forces—	
R.C.A.F.....	11
Army.....	2,760
Navy.....	383
Rehabilitation Training of Ex-Service Personnel.....	52,672
Industrial Classes—	
Full-time Classes.....	625
Part-time Classes.....	709
Plant Schools.....	1,093
Supervisors and Foremen.....	36,417
Total	102,203

The appropriations administered by the Training Branch during the fiscal year 1945-46 were as follows:

Youth Training.....	\$ 500,000
Apprentice Training.....	250,000
R.C.A.F. Tradesmen.....	15,000
Army, Navy and Industrial War Workers.....	800,000
Special Grants to Universities and Students.....	75,000
Supervisory Training.....	10,000
Retraining of Civilian Workers.....	1,500,000
Training for Discharged Members of the Forces.....	4,950,000
Assistance to Vocational Schools.....	2,000,000
Advisory Council.....	5,000
Administration.....	55,000
Assistance to Vocational Schools Capital Expenditures.....	3,000,000
Total	\$ 13,160,000

The termination of hostilities brought about still another adaptation of the Dominion-Provincial Training Program. Initiated in the spring of 1937 as a depression measure to assist unemployed young people, it provided a skeleton

establishment which was rapidly expanded and the content of training modified to meet the demands made by the war in the training of workers for war industries and tradesmen for the Armed Forces. This phase was known as War Emergency Training. The termination of hostilities witnessed the end of War Emergency Training, and the organization, now under the name of Canadian Vocational Training, initiated training plans to meet the anticipated needs of the immediate post-war period.

During the past year War Emergency Training Agreements, Youth Training Agreements and Assistance to Vocational Schools Agreements were in effect in all provinces. Apprenticeship Agreements were in effect with all provinces, except Prince Edward Island and Quebec, and Agreements for the retraining of workers released from industry were completed with the Provinces of British Columbia, Alberta, Saskatchewan, and Nova Scotia. The decentralized method of administration that had been in effect in past years was continued, and the necessary expansion of instructional and administrative and field staff was made, commensurate with the new and changed training demands.

The Vocational Training Advisory Council, appointed under the authority of the Vocational Training Co-ordination Act, continued to advise the Minister on the general aspects of training plans. Only one full meeting of the Council was held during the year, but contact was maintained by correspondence and by local meetings of the members of Council. The names of the Council members are listed at the end of this chapter.

Separate sections of the report deal with the details of training activities under the following headings:

Youth Training;

Assistance to Students and Universities;

Training of Industrial Workers and Service Tradesmen;

Training of Discharged Members of the Forces;

Apprentice Training;

The Re-training of Civilian Workers; and

Dominion Assistance to Vocational Schools.

Youth Training

The appropriation for the fiscal year 1945-46 was \$500,000 which was allotted among the provinces as shown in Table 1. Each province submitted to the Department of Labour a list of the various types of training which it proposed to carry on, and, on approval by the Minister of Labour, these were

TABLE 1.—DOMINION-PROVINCIAL YOUTH TRAINING
DOMINION ALLOTMENTS AND PAYMENTS FOR YEAR ENDING MARCH 31, 1946

Province	Allotments	Payments For 1945-1946	Payments For Previous Year
	\$	\$ cts.	\$ cts.
Prince Edward Island.....	12,000	6,273 98	.....
Nova Scotia.....	25,000	12,806 76	980 63
New Brunswick.....	35,000	25,960 16	2,166 68
Quebec.....	135,000	64,717 28	15,017 93
Ontario.....	75,000	14,225 00	31,974 00
Manitoba.....	15,000	2,095 72	102 25
Saskatchewan.....	35,000	29,979 35	1,104 88
Alberta.....	65,000	13,800 48	811 98
British Columbia.....	60,000	35,519 65	140 53
Totals.....	457,000	205,378 88	52,298 88

incorporated into appropriate schedules, which set forth the regulations governing the operation of the different plans. As in previous years, those eligible for training were men and women between the ages of 16 and 30 (in some classes the maximum age could be increased to 35), and the approved costs were shared equally between the province and the Dominion.

TABLE 2.—DOMINION PROVINCIAL YOUTH TRAINING
STATISTICS ON PERSONS GIVEN TRAINING DURING THE FISCAL YEAR ENDING MARCH 31, 1946

	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Sask- atch- ewan	Alber- ta	British Colum- bia	Dom- inion Total
<i>A. Enrolled For Training During Year—</i>										
Male.....	118	162	214	1,792	154	15	1,467	266	216	4,404
Female.....	71	123	76	710	137	109	522	99	1,281	3,128
Totals.....	189	285	290	2,502	291	124	1,989	365	1,497	7,532
<i>B. Total Number Given Training in the Various Types of Projects—</i>										
Agricultural and Rural Training Courses.....	120	15	181	1,207	.....	103	1,734	186	.....	3,546
Urban Occupational.....	44	162	4	171	.....	.....	.....	.....	1,135	1,345
Home Service Training.....	.....	.....	.....	1,124	231	21	255	179	362	2,470
Student Aid.....	25	108	105	.....	.....	.....	.....	.....	.....	.....
Totals.....	189	285	290	2,502	291	124	1,989	365	1,497	7,532
<i>C. Total Days of Training Given.....</i>	5,538	8,596	18,349	37,900	.....	4,052	19,510	3,448	9,133	103,526
<i>D. Numbers Who Completed Training from Youth Training Classes—</i>										
Male.....	86	18	.....	994	.....	.....	1,247	150	.....	2,495
Female.....	61	37	3	361	.....	77	363	36	264	1,202

The various classes carried on during the year in the different provinces, apart from assistance to students which was in effect in all provinces, were as follows:

Prince Edward Island.—Homemaking and handicrafts (women)—2; farm mechanics—2; carpentry—2; blacksmithing; egg and poultry grading (men and women).

Nova Scotia.—Industrial and commercial training (men and women)—3; egg grading (men and women).

New Brunswick.—Rural homecrafts and handicrafts (women)—2; general agriculture (5 months' course)—5.

Quebec.—Homemaking and home service (women)—2; dairying—2; farm apprentices, poultry—3; egg grading—2; rug making (women); fisheries; potato culture; wood carving; weaving (for blind men and women); beekeeping—8; rural co-operatives and credit unions—9.

Manitoba.—Rural homecrafts and handicrafts (women)—5.

Saskatchewan.—Rural homecrafts and handicrafts (women)—10; farm mechanics (4 weeks' course)—2; farm implement repairs (3 day course)—12; general agriculture (2 weeks' course)—33; agriculture (5 months' course at University of Saskatchewan); farm mechanics (6 weeks' course at University of Saskatchewan).

Alberta.—Rural homecrafts (women)—3; farm mechanics—8; general agriculture (Olds School—5 months).

British Columbia.—Power sewing (women); clothing remake (women)—10.
Total Classes—138.

Assistance to Students and Universities

One schedule of the Youth Training Agreement in each province was devoted to assistance to students and included not only university students but also, in many provinces, prospective teachers and nurses in training. Those eligible for assistance were students of good academic standing, who without financial assistance could not enter on or continue their course. The restrictions in effect in the past few years, giving special emphasis to assistance to those whose services would be needed in connection with the war effort, were lifted, and deserving students in any year of any faculty of a university, who were registered in a course leading to a degree, were eligible. At the discretion of the province, assistance could be given either as an outright grant or as a loan or as a combination of both. In most cases the assistance was given as a grant, as is indicated in Table 3.

SPECIAL DOMINION STUDENT AID FUND

To supplement the Dominion-Provincial Student Aid Schedule, the Special Dominion Student Aid Fund commenced in previous years was continued in some provinces, but with participation restricted to those students who had received assistance from the fund in a previous year. This special fund was utilized mainly for students who were non-residents in the province in which they were attending a university, and all payments were made solely by the Dominion, 50 per cent being given as a grant and 50 per cent as a loan.

SPECIAL DOMINION GRANTS TO UNIVERSITIES

As the acceleration of the courses in Medicine and Dentistry which had been started some years previous at the request of the Department of National Defence, was still operating in some universities, the Training Branch of the

TABLE 3.—ASSISTANCE TO STUDENTS DURING THE YEAR ENDING MARCH 31, 1946

Province	STUDENTS ASSISTED BY DOMINION-PROVINCIAL FUNDS										PROVINCIAL FUNDS				DOMINION FUNDS			
	Medicine	Dentistry	Nurses	Agriculture	Forestry	Social Work	Arts and Science	Engineering	Miscellaneous	Teachers	Grants	Loans	Grants	Loans	Grants	Loans	Grants	Loans
Prince Edward Island.....	11	1	.....	.....	.....	.....	3	1	1	8	\$ 787 50	\$ 2,137 50	\$ 787 50	\$ 2,137 50	\$ 787 50	\$ 2,137 50	\$	\$
Nova Scotia.....	10	5	.....	.....	1	4	5	19	.....	46	2,368 25	3,406 25	2,368 25	3,406 25	2,368 25	3,406 25	2,368 25	3,406 25
New Brunswick.....	20	8	.....	.....	3	.....	6	22	1	39	.....	15,143 75	.....	15,143 75	.....	15,143 75	.....	15,143 75
Quebec.....	161	45	280	23	.....	.....	237	131	126	108	73,517 00	.....	73,517 00	.....	73,517 00	.....	73,517 00	.....
Ontario.....	47	4	2	1	.....	.....	85	56	9	87	16,757 50	.....	16,757 50	.....	16,757 50	.....	16,757 50	.....
Manitoba.....	1	.....	5	.....	.....	.....	3	1	1	.....	.....	855 00	.....	855 00	.....	855 00	.....	855 00
Saskatchewan.....	30	3	23	6	.....	.....	33	25	7	122	11,595 00	4,780 00	11,595 00	4,780 00	11,595 00	4,780 00	11,595 00	4,780 00
Alberta.....	16	4	19	4	.....	.....	19	47	2	68	12,779 25	375 00	12,779 25	375 00	12,779 25	375 00	12,779 25	375 00
British Columbia.....	72	10	22	7	.....	4	120	50	23	54	27,976 70	.....	27,976 70	.....	27,976 70	.....	27,976 70	.....
Totals.....	380	80	351	41	4	8	511	352	170	532	145,781 20	26,697 50	145,781 20	26,697 50	145,781 20	26,697 50	145,781 20	26,697 50
SPECIAL DOMINION FUND																		
Nova Scotia.....	4	2	.....	.....	1	.....	2	9	.....	.....	.....	.....	.....	.....	2,743 50	.....	2,743 50	.....
Manitoba.....	.....	.....	.....	.....	.....	.....	1	9	.....	.....	.....	.....	.....	.....	1,242 50	.....	1,242 50	.....
Quebec.....	5	1	.....	.....	.....	.....	4	3	.....	.....	.....	.....	.....	.....	1,900 00	.....	1,900 00	.....
Totals.....	9	3	.....	.....	1	.....	7	21	.....	.....	.....	.....	.....	.....	5,886 00	.....	5,886 00	.....
GRAND TOTALS.....	380	83	351	41	5	8	518	373	170	532	145,781 20	26,697 50	145,781 20	26,697 50	151,667 20	32,583 50	151,667 20	32,583 50

Total Students, 2,470; Total Disbursements, \$356,729.40.

Department of Labour continued its grants to such universities to assist them in meeting the additional costs incurred. During the year these grants amounted to approximately \$48,900 and were made to the following universities: Dalhousie, Laval, McGill, Queen's, Toronto, Western Ontario and Alberta.

War Emergency Training, Training of Industrial Workers and Service Tradesmen (Schedule "K")

As hostilities drew to a close there was a very marked contraction in this type of training, and during the year it was entirely discontinued, except for the streamlined courses for training foremen and supervisors.

There were no new enrolments in the R.C.A.F. classes and very few new enrolments in the Navy and Army tradesmen's classes. As each group of industrial trainees finished, the industrial classes and the plant schools were also closed. The expenditures and enrolments under this schedule are shown in Tables 4, 5, and 6.

TABLE 4.—DOMINION-PROVINCIAL WAR EMERGENCY TRAINING
DOMINION ALLOTMENTS AND PAYMENTS FOR YEAR ENDING MARCH 31, 1946

	SCHEDULE "K" Industrial War Workers and Service Tradesmen			SCHEDULE "L" Discharged Members of Forces		
	Allotments 1945-46	Payments for 1945-46	Payments for Previous Years	Allotments 1945-46	Payments for 1945-46	Payments for Previous Years
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Prince Edward Island.....				30,000 00	24,186 00	7,182 27
Nova Scotia.....	40,000 00	36,661 10	25,618 03	247,000 00	165,552 88	5,223 50
New Brunswick.....	40,000 00	31,517 08	2,107 51	269,000 00	255,462 01	3,124 32
Quebec.....	150,000 00	111,871 26	148,993 60	435,000 00	152,684 22	22,979 29
Ontario.....	140,000 00	81,177 67	153,718 40	1,900,000 00	1,649,111 49	303,081 22
Manitoba.....	12,000 00	6,661 32	332 85	310,000 00	299,787 23	4,445 43
Saskatchewan.....	45,000 00	35,062 96	2,003 96	305,000 00	264,446 04	8,444 06
Alberta.....	38,000 00	27,676 21	8,368 76	475,000 00	387,986 82	22,555 11
British Columbia.....	35,000 00	27,187 01	2,137 79	261,000 00	240,451 51	8,351 44
Totals.....	500,000 00	357,314 61	343,280 90	4,232,000 00	3,419,668 20	385,386 64

TABLE 5.—APPROXIMATE EXPENDITURES UNDER WAR EMERGENCY TRAINING
FROM 1940 TO MARCH 31, 1946

Allowances to Trainees.....	\$ 9,514,059
Salaries of Instructors and Supervisors.....	9,330,413
Materials, Supplies, Hand Tools.....	2,010,397
Travelling Expenses.....	241,347
Machinery and Equipment.....	641,636
Alterations to Buildings.....	334,515
Operating Costs of Schools.....	1,365,325
Regional Administration.....	385,448
Total.....	\$ 23,823,140

This does not include expenditures for training discharged members of the Forces in 1945-46.

TABLE 6.—WAR EMERGENCY TRAINING
TRAINING OF TRADESMEN, YEAR ENDING MARCH 31, 1946

Dominion Summary	Enrolled April 1, 1945, to March 31, 1946	Completed Training April 1, 1945, to March 31, 1946	Discontinued Training April 1, 1945, to March 31, 1946
R.C.A.F. Tradesmen.....	11	7	3
Army Tradesmen.....	2,760	2,651	109
Navy Tradesmen.....	383	359	24
	Men.....	631	535
	Women.....	462	300
Plant Schools.....	182	152	30
	Men.....	443	422
Full-time Classes.....	671	492	21
	Men.....	38	38
Part-time Classes.....			
	Women.....		
Totals.....	5,581	4,956	624

SUPERVISORY TRAINING

The interest and support of industry for the short intensive classes for training foremen and supervisors continued, with a gross enrolment during the year of 36,417. There was a considerable expansion of this type of activity in many of the Civil Service Departments of the Dominion Government. Prior to the end of the fiscal year the Provincial Governments were all notified that after March 31 this type of training would be carried on only in those provinces which indicated their willingness to co-operate with the Department of Labour by sharing the approved costs on a 50-50 basis. During the fiscal year just concluded, all costs were borne solely by the Dominion Department of Labour. The enrolment statistics are shown in Table 7.

TABLE 7.—DOMINION-PROVINCIAL WAR EMERGENCY TRAINING
FOREMANSHIP AND SUPERVISORY TRAINING DURING THE FISCAL YEAR ENDING MARCH 31, 1946

Province	Job Instructor	Job Relations Series I	Job Relations Series II	Job Methods	Job Safety
Prince Edward Island.....	11				
Nova Scotia.....	1,211		1,159	252	385
New Brunswick.....	548	1	179	285	6
Quebec.....	6,550	351	2,830	1,885	1,193
Ontario.....	6,787	96	1,984	1,675	386
Manitoba.....	944		383	337	169
Saskatchewan.....	456	35	216	222	96
Alberta.....	1,308	41	126	144	226
British Columbia.....	1,634	18	583	477	1,228
Totals.....	19,449	542	7,460	5,277	3,689

Dominion Grand Total—36,417.

Training of Discharged Members of the Forces (Schedule "L")

The training of discharged members of the Forces was carried on under one of the schedules (Schedule "L") of the War Emergency Training Agreement, which expired on March 31, 1946. For the ensuing year this training will be transferred to the Re-Establishment Training Agreement and carried on as one of its schedules.

Rehabilitation training of veterans developed into the major responsibility of the Training Branch and the one which has given most serious concern to all connected with the administration of Canadian Vocational Training. Innumerable problems and difficulties, both of a minor and major nature, have been

encountered owing to the very rapid increase in the number of applicants in the last six months of the fiscal year, and to circumstances which were unforeseen twelve months ago.

The sudden ending of the war with Japan, the rapid acceleration in demobilization, the temporary dislocation of industry during the conversion period from war to peacetime production, coupled with the seasonal difficulties owing to the approach of winter, threw an unexpected and severe strain on this part of the joint Dominion-Provincial Training Program. At the same time, serious difficulties and delays were experienced in obtaining the buildings, equipment, hand tools and supplies absolutely essential to carrying on efficient pre-employment training in many occupations desired by veterans. The end of the year, however, saw most of these difficulties overcome and, generally speaking, training accommodation has been available for veterans as and when required in the great majority of occupations.

GENERAL ADMINISTRATION

The same method of administration was followed as in the previous year with all Provincial Governments co-operating with the Department of Labour in a field of education which, under the Constitution, is under the jurisdiction of the Provincial Governments. The program in each province was administered by a Regional Director, who, within the broad terms of the policy laid down by the Dominion Government, had authority, at the discretion of himself and his advisory groups, to make whatever adaptations were necessary to meet the situation in each province, and to provide the types of training required, with facilities established, so far as possible, in accordance with the two following factors:

(a) the number of veterans desiring training and approved for such training in different occupations by the Department of Veterans Affairs; (b) the anticipated field of employment in each occupation.

It has been found almost impossible to estimate the latter factor with any degree of precision.

The staff of Canadian Vocational Training, administrative, field, supervisory and instructional personnel, has been greatly augmented as training developed. A summary of the staff employed on March 31, 1946, is given in Table 11. During the year Superintendents of Rehabilitation Training were appointed in all provinces, also Supervisors of Women's Training. In all appointments preference has been given to veterans with overseas service. The temporary nature of the work has made it difficult in many cases to obtain the highly qualified school directors and instructors required to give the discharged members of the Forces adequate and efficient training.

The closest liaison was maintained with the Department of Veterans Affairs, through the central administration and through different district offices, which both D.V.A. and C.V.T. have established throughout the country. Equally close contact has been maintained with the offices of the National Employment Service at the local, regional and national levels, in order to expedite placement in employment of men and women who completed their training, either in private schools or in C.V.T. training centres. The Bovey Commission on veterans' credits travelled across the country throughout the year, hearing representations from various groups representing veterans, Provincial Governments, employers, trade unions, educationalists, etc. The Commission has made many recommendations covering a broad field. Where the subject matter of the recommendations came under the jurisdiction of the Provincial Governments or of another department of the Federal Government, these recommendations were referred to the proper authorities for their consideration.

ENROLMENT

On March 31, 1945, there was a total enrolment in all types of training of 3,607. This increased as follows:

September 30—7,490; December 31—20,166; March 31, 1946—36,341.

During the month of January alone, 10,750 new trainees were absorbed. At the end of the fiscal year the distribution of the enrolment in different types of training was as follows:

Correspondence courses—1.8 per cent; private trade schools and business colleges—12.8 per cent; special C.V.T. vocational schools—38.1 per cent; special C.V.T. pre-matriculation schools—27.1 per cent; training on the job in industry—20.2 per cent. The total number of man days training in the special C.V.T. training centres during the year was 1,917,786.

There has been a certain lack of balance in the numbers applying for training in the different occupations, in spite of efforts of D.V.A. counsellors and C.V.T. officials to divert applicants from occupations in which there appears to be danger of overcrowding. These occupations were: electricians, plumbers, radio technicians, watch repairers, and, to a certain extent, motor mechanics and machinists. In other occupations, such as painting and decorating and plastering, the number of veterans enrolling appeared to be far below the anticipated demands of industry. It must be pointed out that Canadian Vocational Training was responsible for providing training in whatever occupation the individual veteran desired such training, and for which he had been approved by the Department of Veterans Affairs. If C.V.T. representatives were convinced that the veteran's choice of occupation was unwise for any reason, they called such matters to the attention of the applicant, but if the applicant still persisted in his choice he was not denied the opportunity to be trained. If the trainee failed to show the desirable aptitude and to make satisfactory progress, those facts were reported immediately to the Department of Veterans Affairs, whose responsibility it then was to take appropriate action.

TRAINING FACILITIES

The training facilities were divided into the following main categories:

1. Correspondence Courses;
2. Private trade schools and business colleges;
3. Provincial or municipal vocational schools;
4. Special C.V.T. schools, either vocational or pre-matriculation;
5. Apprenticeship training in trades designated under the Provincial Apprenticeship Acts; and
6. Training on the job in industry.

Use has been made during the year of approximately 106 private trade schools, 200 business colleges, 48 provincial or municipal schools, and 68 special C.V.T. training centres. C.V.T. training centres alone on March 31, 1946, had a capacity conservatively estimated in excess of 35,000, which is being increased by approximately 30 per cent in order to meet any possible demand that may arise in the autumn of 1946.

Special C.V.T. training centres have been established in the following 38 cities, with more than one centre operating in many of them: Charlottetown, Halifax, North Sydney, Pictou, Windsor (N.S.), Saint John, Moncton, Edmundston, Three Rivers, Chicoutimi, Quebec, Montreal, Sherbrooke, Brockville, Prescott, Kingston, Toronto, Hamilton, Kitchener, London, Windsor, North Bay, Fort William, Winnipeg, St. Boniface, Brandon, Saskatoon, Prince Albert, Regina, Moose Jaw, Grande Prairie, Edmonton, Red Deer, Calgary, Medicine Hat, Nanaimo, Victoria, and Vancouver.

TABLE 8.—REHABILITATION TRAINING IN CORRESPONDENCE COURSES AND PRE-MATRICULATION CLASSES

		Numbers in Training		Com-pletions	With-drawals
		From April 1, 1945, to March 31, 1946	At March 31, 1946	From April 1, 1945, to March 31, 1946	From April, 1945, to March 31, 1946
<i>Dominion Summary—</i>					
Correspondence.....	{ Men.....	770	640	33	97
	{ Women..	3	1	1	1
Pre-Matriculation.....	{ Men.....	14,492	9,627	3,408	1,346
	{ Women..	331	239	51	40
Totals.....		15,596	10,507	3,493	1,484
<i>Prince Edward Island—</i>					
Correspondence.....	{ Men.....	4	4		
	{ Women..				
Pre-Matriculation.....	{ Men.....	104	93	9	2
	{ Women..	1	1		
Totals.....		109	98	9	2
<i>Nova Scotia—</i>					
Correspondence.....	{ Men.....	13	9	2	2
	{ Women..				
Pre-Matriculation.....	{ Men.....	155	95	30	30
	{ Women..	5	3	1	1
Totals.....		173	107	33	33
<i>New Brunswick—</i>					
Correspondence.....	{ Men.....	4			4
	{ Women..				
Pre-Matriculation.....	{ Men.....	303	220	63	20
	{ Women..	4	4		
Totals.....		311	224	63	24
<i>Quebec—</i>					
Correspondence.....	{ Men.....	95	66	3	26
	{ Women..				
Pre-Matriculation.....	{ Men.....	1,214	1,062	85	67
	{ Women..	3	3		
Totals.....		1,312	1,131	88	93
<i>Ontario—</i>					
Correspondence.....	{ Men.....	410	364	8	38
	{ Women..	1			1
Pre-Matriculation.....	{ Men.....	6,783	4,591	1,463	730
	{ Women..	129	92	25	11
Totals.....		7,323	5,047	1,496	780
<i>Manitoba—</i>					
Correspondence.....	{ Men.....	52	47	1	4
	{ Women..				
Pre-Matriculation.....	{ Men.....	1,731	746	752	121
	{ Women..	65	42	10	13
Totals.....		1,848	835	763	138
<i>Saskatchewan—</i>					
Correspondence.....	{ Men.....	62	54	5	3
	{ Women..	1		1	
Pre-Matriculation.....	{ Men.....	1,435	937	346	152
	{ Women..	60	48	3	9
Totals.....		1,558	1,039	355	164
<i>Alberta—</i>					
Correspondence.....	{ Men.....	77	57	5	15
	{ Women..	1	1		
Pre-Matriculation.....	{ Men.....	1,780	1,235	378	167
	{ Women..	33	24	7	2
Totals.....		1,891	1,317	390	184
<i>British Columbia—</i>					
Correspondence.....	{ Men.....	53	39	9	5
	{ Women..				
Pre-Matriculation.....	{ Men.....	987	648	282	57
	{ Women..	31	22	5	4
Totals.....		1,071	709	296	66

In these special centres pre-employment classes have been established for the following occupations: air conditioning and refrigeration, agriculture, barbers, bricklayers, blacksmiths, boilermakers, bookbinders, carpenters, cabinet makers, cooks, commercial art, diesels, dairying, dressmaking, drafting, electricians (construction and maintenance), farm mechanics, fishing, fine arts, forest rangers, handicrafts, homemaking, hotels and restaurants, hairdressing, jewellery repair, machinists and toolmakers, motor mechanics (including body and fender), mining, merchandising and salesmanship, marine engineering, moulders, navigation, power sewing, photography, piano tuning, pattern making, power chain saw, painters, plasterers, plumbers, practical nursing, printing, radio servicing, radio technicians, radio announcing, shoe repair, sign writing, steamfitters, steam engineers, stationary engineers, surveying, tailoring, telegraphy, tinsmiths (sheet metal), upholstery and furniture repair, wood-working machinists, welders, waitresses, watch repair, business administration, accounting and bookkeeping, stenography and pre-matriculation.

The length of the course of training depended on the following factors: (a) the previous experience of the individual; (b) his aptitude and ability to learn; (c) the degree of skill necessary for each occupation. The normal length of the course for certain occupations was twelve months, but the average period of training was in the neighbourhood of six months. As far as possible, it was the objective of C.V.T. to provide training on a sufficiently broad basis of skill to ensure future employment. It was not the policy to turn out what might be called machine operators or individuals narrowly specialized in a semi-skilled field.

One very serious difficulty encountered in many localities has been the acute shortage of housing accommodation. This made it necessary for C.V.T. to arrange to operate boarding and lodging facilities for those veterans who are enrolled for training. In some places it is being done by outside caterers, following the submission of tenders. In other places it is done by C.V.T. Such accommodation was provided in Pictou, Moncton, St. Paul L'Ermite, Prescott, Brockville, Kitchener, Red Deer, and, in many other centres, canteens or cafeterias were operated for the convenience of the trainees in attendance. Delays and difficulties have been experienced in obtaining the necessary dormitory and messing equipment and supplies.

At the outset of the program, the policy was laid down that the training of veterans would be given on a day shift in daytime hours. Shortages of equipment precluded this policy being carried on in all places. It was also found that many veterans preferred to take training as near their home locality as possible on an evening shift, rather than leave their home district, while substantial numbers of other veterans expressed an outright preference for an evening shift. Therefore, the majority of the training centres are now operating on a two-shift basis. This will probably continue until the peak of training is passed. To suit the wishes and the convenience of those under training, the majority of the training centres operated five days a week, thus allowing the trainees week-end leaves to visit their homes.

EQUIPMENT

Very substantial quantities, not only of machine tools but also of other items of equipment, as well as hand tools, working materials and supplies, have been needed to open up the new training centres and to provide adequate training. Through the co-operation of the Army, substantial quantities have been transferred direct from the Army to Canadian Vocational Training. The majority of the items, however, have had to be purchased from War Assets Corporation from equipment and supplies declared surplus by the Armed Services, war industries, or Wartime Housing. It was only late in 1945 that more than a mere

trickle of equipment was obtained from War Assets Corporation. Certain items of machine tools, such as wood-working machinery, milling machines, shapers, have not been forthcoming in sufficient quantity to meet the requirements of training centres. Wherever possible, deficiencies have been made up by purchase in the open market, but even at the end of the fiscal year some of the training centres were still inadequately equipped. Even certain types of hand tools and working materials were still in extremely short supply.

In addition to the funds allotted to the different provinces for the training of veterans, a special fund administered directly by the Department of Labour was authorized by Order in Council P.C. 3211, of May 3, 1945, amended by Order in Council P.C. 4822, of July 10, 1945. This fund was used for the acquisition of buildings and property required for the training of veterans, either by way of purchase or rental from War Assets Corporation, any Department of the Dominion Government or any other body; for major alterations to premises acquired for training purposes; for the purchase of equipment, either from War Assets Corporation or any other party. The bulk of the payments for equipment under this fund has been made to War Assets Corporation for machine tools, other items of capital equipment and for expendable items, such as hand tools, materials, supplies, etc. The expenditures under this fund for buildings or equipment are shown in Table 14, according to the provinces in which the buildings or equipment were used.

PRE-MATRICULATION SCHOOLS

There has been a rapid and unexpected increase in the numbers desiring to enter the pre-matriculation schools which were established in the latter part of the previous fiscal year. Twenty-eight of these schools were operating, designed to provide intensive and streamlined training for those who lack the academic requirements either to enter university or certain occupations. Some students required instruction in one subject only, while others lacked their entire junior matriculation or its equivalent. The educational background of the trainees varied from Grade 9 to those with partial honour matriculation. The wide range of the individuals' educational background, as well as the difference in the subjects required, necessitated operating most of the schools on a tutorial basis and has required most competent secondary school teachers, particularly specialists in mathematics and science in some of the schools.

TRAINING OF VETERANS AS APPRENTICES

C.V.T. and D.V.A. worked very closely with the provincial apprentice authorities in all matters pertaining to the training of veterans for trades designated under the Provincial Apprenticeship Acts. In all such trades there is a definite ratio of apprentices allowed to journeymen under the existing provincial regulations. Special consideration, however, has been given veterans in entering the designated trades, including some relaxation in the restrictions normally applicable to civilian apprentices, and full allowances to the veteran by way of trade credit for any experience he has had, either prior to enlistment or during his period of service with the Forces.

In order to expedite the entrance of veterans into apprentice trades, special field staffs have been taken on by Canadian Vocational Training, and they have worked closely with the provincial apprentice authorities. As veterans were recommended for training in a designated trade by D.V.A., they were referred to representatives of the appropriate trade committee, and were trade tested in order to assess the period of time credit that should be given them in view of their existing skill. Where, after such trade tests, it was found the veteran had little or no previous skill, he was referred to a C.V.T. school for intensive training, with the normal period lasting approximately six months. On the

satisfactory completion of his course he was then referred through our special field staff to the provincial apprentice authorities and was indentured to an employer, usually with the rating of a third or fourth year apprentice. By this method, when a veteran enters the service of an employer, he has enough skill to warrant the payment of a wage sufficient to maintain himself without further subsidy from the Department of Veterans Affairs. Where the initial trade test

TABLE 9.—REHABILITATION TRAINING OF DISCHARGED MEMBERS OF THE FORCES
TRAINING ON THE JOB IN INDUSTRY

	Numbers in Training		Com- pletions	With- drawals
	From April 1, 1945, to March 31, 1946	At End of March, 1946	From April 1, 1945, to March 31, 1946	From April 1, 1945, to March 31, 1946
<i>Dominion Summary—</i>				
Men.....	9,603	7,227	1,046	1,330
Women.....	180	107	24	49
Totals.....	9,783	7,334	1,070	1,379
<i>Prince Edward Island—</i>				
Men.....	104	67	13	24
Women.....				
Totals.....	104	67	13	24
<i>Nova Scotia—</i>				
Men.....	215	173	29	13
Women.....	6	4	2	
Totals.....	221	177	31	13
<i>New Brunswick—</i>				
Men.....	166	122	24	20
Women.....	5	3	1	1
Totals.....	171	125	25	21
<i>Quebec—</i>				
Men.....	1,497	1,050	148	299
Women.....	21	10	2	9
Totals.....	1,518	1,060	150	308
<i>Ontario—</i>				
Men.....	4,356	3,562	296	498
Women.....	72	53	4	15
Totals.....	4,428	3,615	300	513
<i>Manitoba—</i>				
Men.....	973	727	115	131
Women.....	10	7	2	1
Totals.....	983	734	117	132
<i>Saskatchewan—</i>				
Men.....	417	290	83	44
Women.....	4	3	1	
Totals.....	421	293	84	44
<i>Alberta—</i>				
Men.....	848	532	145	171
Women.....	32	13	8	11
Totals.....	880	545	153	182
<i>British Columbia—</i>				
Men.....	1,027	704	193	130
Women.....	30	14	4	12
Totals.....	1,057	718	197	142

TABLE 10.—REHABILITATION TRAINING IN SCHOOLS

	Numbers in Training		Placed in Employment	Completed but not Reported Placed	Withdrawals
	From April 1, 1945, to March 31, 1946	At March 31, 1946	From April 1, 1945, to March 31, 1946	From April 1, 1945, to March 31, 1946	From April 1, 1945, to March 31, 1946
<i>Dominion Summary—</i>					
Men.....	24,105	16,604	3,252	536	3,716
Women.....	3,188	1,896	600	106	589
Totals.....	27,293	18,500	3,852	642	4,305
<i>Prince Edward Island—</i>					
Men.....	86	59	7	9	10
Women.....	14	8	2	3	2
Totals.....	100	67	9	12	12
<i>Nova Scotia—</i>					
Men.....	902	697	95	1	109
Women.....	61	51	2	.....	8
Totals.....	963	748	97	1	117
<i>New Brunswick—</i>					
Men.....	1,023	759	92	2	172
Women.....	97	58	13	1	25
Totals.....	1,120	817	105	3	197
<i>Quebec—</i>					
Men.....	4,602	3,434	284	79	805
Women.....	509	334	77	8	90
Totals.....	5,111	3,768	361	87	895
<i>Ontario—</i>					
Men.....	9,474	7,032	1,104	243	1,095
Women.....	1,068	663	173	43	189
Totals.....	10,542	7,695	1,277	286	1,284
<i>Manitoba—</i>					
Men.....	2,774	1,592	376	108	698
Women.....	387	200	80	3	104
Totals.....	3,161	1,792	456	111	802
<i>Saskatchewan—</i>					
Men.....	1,414	786	447	25	156
Women.....	263	156	70	11	26
Totals.....	1,677	942	517	36	182
<i>Alberta—</i>					
Men.....	2,142	1,266	351	21	504
Women.....	374	191	88	22	73
Totals.....	2,516	1,457	439	43	577
<i>British Columbia—</i>					
Men.....	1,688	979	496	48	167
Women.....	415	235	95	15	72
Totals.....	2,103	1,214	591	63	239

showed that the veteran had a fair degree of practical skill and technical knowledge, he was indentured at once to an employer as a senior apprentice. Sometimes he was even given employment as a qualified journeyman.

Special efforts have been made to publicize the employment opportunities in the building and construction industry. This has been done by distribution of pamphlets to service personnel, by publicity through the press and over the radio, and by personnel counselling to members of the Forces, both prior to, and subsequent to their discharge. At the end of the fiscal year the number of veterans requesting training in painting and decorating or plastering was still

far below the estimated requirements of the construction industry. On the other hand, an undue proportion of veterans have sought training as electricians and plumbers.

TRAINING ON THE JOB

The number of industrial occupations for which adequate training can be given in a pre-employment class is limited to approximately one hundred out of many thousands of industrial occupations of all kinds. The only method of obtaining skill in those other occupations, which constitute the bulk of the skilled or semi-skilled employed in industry, is by the method of training on the job in industry itself. Therefore, during the year, training on the job attained increasing importance, not only with a view to extending the range of training for employment opportunities for veterans, but also to relieve the strain on many of the pre-employment schools.

Special publicity has been given to training on the job by means of letters and bulletins to employers, as well as by newspaper articles and radio announcements. During the year arrangements were consummated by which the assistance of all the National Employment Service Offices was obtained, not only in publicizing training on the job but also in locating suitable training opportunities. In this way the efforts of the field staff of C.V.T., who numbered over 200 at the end of the fiscal year, were very greatly supplemented. The drawing up of the individual training contracts and the subsequent supervision of the training has remained the responsibility of the C.V.T. field staff.

All training opportunities when located were made known to the District Supervisors of Counselling of the Department of Veterans Affairs, who through their individual counsellors were then able to refer suitable applicants to these openings. The length of the training depended on the trainee's prior experience and the degree of skill needed for the successful operation of each job, and has varied from three months to several years. From the beginning the trainee has been recognized as a regular employee and a wage has been agreed on between the representatives of C.V.T. and D.V.A. and the employer, which represented, on an average, approximately 80 per cent of the wage paid to a normal worker in the occupation concerned. As the majority of the trainees were inexperienced, the employer paid the individual trainee what his services were worth and the balance of the training wage was made up by the Department of Veterans Affairs from the training grant for which the individual trainee was eligible. As training progressed and the trainee's services became more valuable, the proportion paid by the employer increased and the amount of refund by D.V.A. correspondingly decreased.

Employers throughout the country have been very interested in the plan and they have been most co-operative. In numerous cases they have taken veterans in for training, and, from the outset, have paid the full wage without drawing on any training grant from the Department of Veterans Affairs. In this way they have helped to conserve the Re-Establishment Credit of the veteran, because any direct payments by way of training allowance or tuition fee of the veteran must be deducted from the Re-Establishment Credit for which the veteran is eligible.

This whole plan was dependent for success not only on the good-will of the employer and the interest and application of the individual veteran, but also on fairly close supervision by C.V.T. field staff, particularly in the initial stages. Where the trainee was not giving satisfactory service or where the employer was not giving satisfactory training, or had shown any tendency to exploit the trainee, the contract has been cancelled and the trainee removed. There have been surprisingly few instances of this. In some cases contracts have been reviewed by the Head Office of D.V.A. and C.V.T., which did not seem to be in the best interests of the veteran, either because the training period for the par-

ticular occupation was too long or because the employer was not paying a sufficiently high percentage of the wage. Such contracts have either been cancelled or modified.

CONCLUSION

It has been almost impossible to estimate with any accuracy the accommodation that should be provided across the country for training in the different occupational groups, owing to there being too many unknown factors involved, such as the lack of knowledge as to how many veterans would be desiring training in any particular occupation, and, at the other end, how many employment opportunities would be forthcoming in six months' or a year's time. This resulted in substantial waiting lists for some types of training, particularly those for which the procurement of equipment and machine tools has been extremely difficult. On the other hand, the enrolment in many other classes set up has represented only a fraction of the training capacity throughout the country. Constant revisions are being made in training capacities, and continuing efforts are being made to obtain more adequate data on which the capacity should be based. The policy has, however, been adopted that it is better to have a surplus of capacity than to have inadequate facilities. Therefore, steps have been taken to increase the overall capacity for vocational training by September, so that C.V.T. may be in a position to handle whatever demands may be made for training during the coming winter.

Apprentice Training

Apprenticeship Acts were in force in all provinces except Prince Edward Island and Apprenticeship Agreements have been completed between the Dominion Department of Labour and all provinces, except Prince Edward Island and Quebec. The list of trades designated under Provincial Acts has been constantly added to during the year and at the end of the year included all the building and construction trades, automobile repair mechanics, and, in some provinces, barbering, hairdressing and other highly skilled trades.

In the Provinces of Alberta, Saskatchewan, Manitoba and New Brunswick, where Apprenticeship Acts have been in operation for a short time, very satisfactory progress has been made. Trade committees are functioning in all provinces and the length of the apprentice period has been established for each trade and has varied from two to five years for different occupations. The ratio of apprentices allowed to journeymen has shown considerable divergency between different provinces in accordance with prevailing conditions. All apprentices in designated trades are under written indenture either to an individual employer or to the industry, and wages are paid in accordance with the regulations in each province, with periodic increases throughout the term of apprenticeship. The wages have, in most cases, been set in percentages of the prevailing journeyman's rate.

An important provision in all the Apprenticeship Acts and Agreements has been for class training, partly practical, and partly technical in related subjects. In British Columbia, Nova Scotia and New Brunswick this training has been given in part-time classes. In the Prairie Provinces the training has usually been given in full-time classes lasting three months. In Ontario two months of full-time training have been given to first and second year apprentices in the building and construction trades. Use has also been made of correspondence courses.

While the main emphasis during the year has been on the indentureship and training of veterans as apprentices, there has been a substantial increase in most provinces in the number of civilian apprentices in trades designated under the Act. The amounts expended by the Department of Labour under the Apprenticeship Agreements, as well as statistics showing the registration of apprentices and the amount of class training given, are shown in Table 12.

The Re-training of Civilian Workers

During the summer of 1945 the Re-establishment Training Agreements to provide for the training or re-training for peacetime occupation of workers released from gainful employment were approved by the Governor General in Council and sent to all provinces.

These agreements cover a three-year period ending March 31, 1948. Selection of trainees is to be made by representatives of the Provincial Governments and the National Employment Service, but training is not restricted to those in receipt of Unemployment Insurance Benefit, nor to those formerly employed in industries engaged solely in war production. Under the agreement the Dominion Department of Labour would bear approximately 75 per cent to 80 per cent of the approved costs as outlined in the report of the Training Branch for 1944-45.

Provision was also made for transfer to this agreement from the War Emergency Training Agreement of the training of discharged members of the Forces after March 31 when the War Emergency Training Agreement expired.

So far as the re-training of civilian workers is concerned, the agreement has been signed only by the Provinces of British Columbia, Alberta, Saskatchewan and Nova Scotia. Even in these provinces practically no use has been made of the agreement and no training given under its auspices. The view has been generally held in the provinces that the training of former members of the Forces should be given first priority, and it has been recognized that the provision of this training has taxed the capacity of the training centres to the utmost during the year. The total Dominion appropriation for the re-training of civilian workers for the year was \$1,500,000, but up to the end of April the total amount of claims paid was only \$1,395.

Dominion Assistance to Vocational Schools

Agreements lasting for ten years were completed with all provinces by which the Dominion Department of Labour assists financially in the carrying on and development of vocational training on the secondary school level. The allotments and claims paid under these agreements to the different provinces are shown in Table 13.

Each province received an outright grant of \$10,000 per annum. A Dominion annual contribution of \$1,910,000 was allotted among the different provinces in proportion to the number of young persons in each province in the age groups 15 to 19, as shown in the last Dominion census. A further Dominion contribution of \$3,000,000, allotted on the same basis, was made available for capital expenditures for buildings and equipment. Except for the \$10,000 grant the Provincial Government must match the Dominion contribution dollar for dollar.

As the agreements were not completed, for the most part, until late in the year, little could be done in the way of expanding vocational training facilities, and consequently very little of the Dominion contribution for capital expenditures has been used, but the unexpended portion will be carried over and can be available in the next ensuing fiscal year. A shortage of building materials and the difficulty in purchasing equipment have also contributed to the inability of Provincial Governments to expand their regular vocational training accommodation. It is expected, however, that during the coming year these conditions will no longer prevail and that a large scale expansion of vocational schools, buildings and equipment will take place across the country.

DEPARTMENT OF LABOUR

TABLE 11.—TOTAL STAFF OF CANADIAN VOCATIONAL TRAINING, MARCH 31, 1946

DOMINION ALLOTMENTS AND PAYMENTS, YEAR ENDING MARCH 31, 1946

Type of Work	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Dominion Totals
School Principals and Instructors.....	10	86	67	389	761	129	136	198	115	1,901
Office and Clerical.....	2	17	12	61	126	23	16	24	17	298
Maintenance.....	1	75	26	73	173	22	21	39	18	448
Field Representatives and Supervisors.....	4	8	11	46	70	19	10	23	23	214
Miscellaneous.....	1	5	1	.....	8	.....	7	.....	1	23
Provincial Totals.....	18	181	137	569	1,138	193	190	284	174	2,884

TABLE 12.—APPRENTICE TRAINING, YEAR ENDING MARCH 31, 1946

Province	Dominion Allotments	Claims Paid to April 3, 1946	Apprentices Registered March 31, 1946	Training Given in Classes		Enrolment in Class Training
	\$	\$		Days	Hours	
Nova Scotia.....	12,500	2,848 57	113	.....	14,503	86
New Brunswick.....	8,000	.....	23	.....	.....	23
Ontario.....	75,000	29,541 16	2,869	85,089	.....	1,418
Manitoba.....	20,000	.....	144	.....	.....	.....
Saskatchewan.....	10,000	6,200 93	92	3,646	.....	113
Alberta.....	10,000	.....	382	5,709	.....	163
British Columbia.....	5,000	4,462 65	1,282	.....	25,683	907
Totals.....	140,500	43,053 31	4,905	94,444	40,186	2,710

N.B.—No Apprentice Agreement in either P.E.I. or Quebec.

TABLE 13.—ASSISTANCE TO VOCATIONAL SCHOOLS

Province	Dominion Outright Grant	DOMINION CONTRIBUTION		Claims Paid to April 30, 1946
		Annual Contribution	Special Capital Expenditures	
	\$	\$	\$	\$
Prince Edward Island.....	10,000	15,700	24,600	10,000 00
Nova Scotia.....	10,000	96,400	151,290	10,000 00
New Brunswick.....	10,000	82,700	129,900	81,598 35
Quebec.....	10,000	599,400	941,820	417,009 49
Ontario.....	10,000	579,000	909,450	10,000 00
Manitoba.....	10,000	125,300	196,800	10,000 00
Saskatchewan.....	10,000	163,900	257,460	48,929 68
Alberta.....	10,000	133,800	210,060	10,000 00
British Columbia.....	10,000	113,800	178,620	10,000 00
Totals.....	90,000	1,910,000	3,000,000	607,537 52

N.B.—The Dominion contribution must be matched by the Province.

TABLE 14.—SPECIAL BUILDING AND EQUIPMENT FUND FOR TRAINING OF EX-SERVICE PERSONNEL

Province	Buildings	Equipment
	\$	\$
Prince Edward Island.....	.....	9,963 34
Nova Scotia.....	10,146 00	5,277 65
New Brunswick.....	4,523 46	98,598 46
Quebec.....	22,414 68	39,124 87
Ontario.....	81,222 92	18,063 51
Manitoba.....	20,582 00	49,947 35
Saskatchewan.....	26,115 81	73,263 36
Alberta.....	14,260 00	67,489 80
British Columbia.....	.....	8,150 14
Totals.....	179,264 87	369,878 48

Departments of the Provincial Governments and individual officials of those departments co-operated fully in training activities carried on during the fiscal year. Regional Directors contributed largely to the success of the program and officials of the Department of Veterans Affairs gave whole-hearted assistance, particularly in connection with the training of discharged members of the Armed Forces.

LIST OF REGIONAL DIRECTORS, CANADIAN VOCATIONAL TRAINING

<i>Prince Edward Island—</i> L.W. Shaw, Esq., Director of Education, Department of Education, Charlottetown, P.E.I.	50 Gould Street, Toronto 2, Ont.
<i>Nova Scotia—</i> Dr. F. H. Sexton, Director of Technical Education, Depart- ment of Education, Halifax, N.S.	<i>Manitoba—</i> Colonel J. Neish, Regional Director, Canadian Vocational Training, 4th Floor, 364 Main Street, Winnipeg, Man.
<i>New Brunswick—</i> W. K. Tibert, Esq., Director of Vocational Education, Depart- ment of Education, Fredericton, N.B.	<i>Saskatchewan—</i> W. A. Ross, Esq., Regional Director, Canadian Vocational Training, Department of Education, Regina, Sask.
<i>Quebec—</i> Lt.-Col. A. J. Lemay, Regional Director, Canadian Vocational Training, 132 St. James Street, W., Montreal, Que.	<i>Alberta—</i> J. H. Ross, Esq., Regional Director, Canadian Vocational Training, Hudson's Bay Building, 217-7th Avenue, W., Calgary, Alta.
<i>Ontario—</i> H. H. Kerr, Esq., Regional Director, Canadian Vocational Training,	<i>British Columbia—</i> Henry Hill, Esq., Regional Director, Canadian Vocational Training, 81 Robson Street, Vancouver, B.C.

LIST OF MEMBERS OF VOCATIONAL TRAINING ADVISORY COUNCIL

<i>Chairman—</i> Dr. G. Fred McNally, Deputy Minister, Department of Education, Edmonton, Alta.	Lt.-Col. F. T. Fairey, Deputy Minister, Department of Education, Victoria, B.C.
<i>Members of Council—</i> Alphonse Begin, Esq., Publicity Agent, Confederation of Catholic Workers of Canada, Inc., 940 Cherrier Street, Montreal, Que.	Capt. H. G. Gonthier, President of the Provincial Command of the Legion, St. Lambert, Que.
Jean Bruchesi, Esq., Deputy Provincial Secretary, Quebec City, Que.	Mrs. E. D. Hardy, President, National Council of Women, 198 Second Avenue, Ottawa, Ont.
E. R. Complin, Esq., Personnel Director, Canadian Industries Limited, Montreal, Que.	J. C. Herwig, Esq., Acting General Secretary, the Canadian Legion of the British Empire Service League, Dominion Command, Ottawa, Ont.
N. S. Dowd, Esq., Executive Secretary, The Canadian Con- gress of Labour, 230 Laurier Avenue, W., Ottawa, Ont.	D. S. Lyons, Esq., General Vice-President, International Asso- ciation of Machinists, 806 Keefer Building, Montreal, Que.

N. C. MacKay, Esq.,
Director of Extension, Department of Agriculture,
Winnipeg, Man.

Miss B. Oxner,
Director of Women's Work, University of Saskatchewan,
Saskatoon, Sask.

Dr. Fletcher Peacock,
Director of Educational Services, Department of Education,
Fredericton, N.B.

F. S. Rutherford, Esq.,
Deputy Minister, Department of Education,
Parliament Buildings,
Toronto 2, Ont.

R. Seasons, Esq.,
c/o W. G. Edge Company, 150 Gloucester Street,
Ottawa, Ont.

Dr. H. F. Sexton,
Director of Technical Education, Department of Education,
Halifax, N.S.

C. B. C. Scott, Esq.,
General Personnel Manager, Massey-Harris Company, Limited,
Toronto, Ont.

NOTE.—In order to enable the Province of Manitoba to use the balance of its original allotment, the Technical Education Act was extended on March 31, 1944, to March 31, 1949.

During the fiscal year under review, Manitoba received \$29,496.44 in accordance with the provisions of the Technical Education Act, as extended, the administration of which does not come within the scope of the Vocational Training Co-ordination Act.

IX.—THE UNEMPLOYMENT INSURANCE COMMISSION—THE EMPLOYMENT SERVICE AND UNEMPLOYMENT INSURANCE BRANCH

With the introduction of manpower controls, it became obvious that the Regulations tied in so closely with the work of the National Employment Service that the Department was faced with the alternatives of duplicating offices inaugurated under the Unemployment Insurance Commission or of utilizing those offices for the administration of the Regulations.

Accordingly, "for the efficient administration of the said National Selective Service Regulations, 1942, and more particularly, to avoid duplication of services", by Order in Council P.C. 7994 of September 4, 1942, with the approval of the Unemployment Insurance Commission, control of the officers and other staff of the Unemployment Insurance Commission was placed at the disposal of the Minister of Labour "for a period which shall end on a day fixed by a proclamation issued under Section Two of the War Measures Act to the effect that the war no longer exists or on such earlier day as may be fixed by Order in Council", that is to say, the Minister of Labour was empowered to utilize for administrative purposes the field organization of the Unemployment Insurance Commission to carry into effect National Selective Service Civilian Regulations.

By Order in Council P.C. 8999, November 29, 1944, which amended Order in Council P.C. 7994, the Minister of Labour was authorized to utilize the personnel and premises of the Unemployment Insurance Commission for the administration of "necessary measures undertaken by the Department of Labour for re-establishment in employment of war veterans and civilian war workers." Under an amending Order in Council P.C. 7377, December 21, 1945, the authority for this arrangement was carried forward to March 31, 1946.

The regional and local offices of the Unemployment Insurance Commission thus transferred temporarily to the Department, are now known as the National Employment Service.

The duties of this Branch, directed from Head Office at Ottawa, are carried on through Regional Offices located at Moncton, Montreal, Toronto, Winnipeg and Vancouver, District Insurance Offices located at North Bay, London, Saskatoon and Edmonton, and through local offices in about 200 towns and cities.

General supervision of insurance matters arising under the Unemployment Insurance Act, remains with the Unemployment Insurance Commission.

The Unemployment Insurance Commission has published a report on all activities of the Commission during the fiscal year. This report also serves as the annual report of the Employment Service and Unemployment Insurance Branch.

X.—RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

In the early stages of the war, the Dominion Government and the Departments most immediately concerned began to formulate plans and to develop facilities to deal with the general problem of post-war reconstruction and the many special phases of the work associated with the demobilization, rehabilitation and re-establishment of members of the Armed Services. While several Departments have very important functions in this field, only the responsibilities of the Department of Labour are described in this Chapter.

Demobilization of Canada's Armed Forces commenced with V-E Day and went into full operation following the collapse of Japan. Statistics released by the Armed Forces show that 557,000 persons were discharged up to March 31, 1946. A considerable number of those discharged took advantage of training facilities prior to seeking employment but it is estimated that 400,000 ex-service men and women came directly into the labour market. The Department of Labour, through the National Employment Service and the Canadian Vocational Training Branch, was given the three-fold task of assisting these persons to return to their former employment, placing them in new employment or providing them with training facilities which would enable them to acquire special skills before seeking employment.

The chief functions of the Department of Labour in aiding discharged persons are:

1. Administration of the Reinstatement in Civil Employment Act;
2. Administration of special facilities within the National Employment Service for the placement of ex-service personnel;
3. Provision of vocational and pre-matriculation training for ex-service personnel. This training is distinct and separate from university training.

The Department developed facilities for carrying out the Government's rehabilitation program. To ensure that rehabilitation would be carried out by persons having a complete understanding of the problem, war veterans were appointed to augment the staffs of the Department of Labour and the National Employment Service. These appointments included executive personnel, placement supervisors, counsellors and training officers, both ex-service men and ex-service women.

A special officer was appointed to assist in the co-ordination of the various functions of the Department in relation to veterans' affairs and to act as liaison officer with other Departments dealing with ex-service personnel.

Chairmen of Regional Advisory Boards of the Department of Labour in the Maritimes, Quebec, Ontario, the Prairies and in the Pacific area utilized their offices to further the work of re-establishing veterans, and each Chairman was given an assistant in charge of rehabilitation to aid in this work.

While the plan of the Department of Labour for rehabilitation was put into operation in 1944, the facilities provided and the administration structure met their first real test during the fiscal year under review. Information gathered from service personnel, just prior to discharge or retirement, showed that roughly seventy per cent of service personnel were looking to the facilities of the Department of Labour for the answer to their chief rehabilitation need—a gainful occupation.

A summary of all "pre-discharge" interviews with service men and women from July 1, 1944, to August 31, 1945, showed that 74.7 per cent of all veterans

completing their discharge documents indicated that they were interested in reinstatement in their former jobs, entering new employment, or availing themselves of training leading to a peace-time occupation.

Reinstatement Administration.—Provision for the reinstatement in civilian employment of persons discharged from the Armed Forces was made under the War Measures (Civil Employment Reinstatement) Regulations in June 1941. In 1942, the Reinstatement in Civil Employment Act was passed, and subsequently the Minister of Labour was made responsible for its administration and enforcement. Personnel provided by the Employment Service and Unemployment Insurance Branch perform the actual details of administration of the Act and the Regulations under the Act. A Chief Enforcement Officer presides at headquarters in Ottawa and 275 Reinstatement Officers are stationed in 195 Local and Regional Offices of the National Employment Service. In addition, 250 Veterans Officers are also competent to advise those veterans with whom they come in contact, as to their reinstatement rights.

Cases not satisfactorily adjusted at the local or regional level are referred to Head Office for final decision. This procedure guarantees that disposition of every case is as complete and as satisfactory as possible.

Canadian employers have shown an excellent spirit of co-operation, not only by their compliance with the actual obligations imposed on them, but also by their appreciation of the underlying intent and purpose of the Act. To March 31, 1946, it was necessary to take court action in only one case in order to enforce the Reinstatement in Civil Employment Act.

Employment Service.—Realizing that Canada's ex-service personnel must be given special consideration, the National Employment Service was supplemented by the creation of facilities exclusively for veterans. These included a Veterans Placement Division, Armed Forces Registration Units, Employment Advisers and Counsellors.

The Veterans Placement Division is charged with the placement of all ex-service personnel registered for employment. There is a Supervisor of the Veterans Placement Division at Head Office in Ottawa, with Regional Supervisors in the Maritimes, Quebec, Ontario, the Prairies and British Columbia.

In the Local Offices of the National Employment Service, Armed Forces Registration Units have been established to extend special consideration to discharged members of the Armed Forces. These Units are responsible for registrations for employment and for following through the applications of ex-service men until satisfactory placement is completed.

The Special Placements Division of the National Employment Service works in close co-operation with the Casualty Rehabilitation Section of the Department of Veterans Affairs in assisting in the placement of handicapped ex-service personnel. Special Placement Units operate in the larger centres throughout Canada. In smaller centres, the managers of National Employment Service Offices receive special training in the placement of the disabled.

Officials of the Department of Labour have been appointed in communities across the country to act as counsellors and to provide a rehabilitation service to all ex-members of the Armed Forces. In the large communities, these officials operate an employment counselling service in the Rehabilitation Centres of the Department of Veterans Affairs. These men are known as Veterans Employment Advisers. In communities not large enough to warrant establishment of a Department of Veterans Affairs Office, they are known as Veterans Officers of the National Employment Service and, although they are employees of the Department of Labour, they represent the Dominion Government on all phases of rehabilitation. These men receive training and instruction from officers of the Department of Veterans Affairs in the nearest rehabilitation centre. Their

primary duty is to establish themselves as the focal point in the community for rehabilitation work and to provide information, advice and assistance in carrying out the rehabilitation program of the Government.

Special efforts, co-ordinated by the Department of Labour and the Department of Veterans Affairs, are being made with a view to the satisfactory re-establishment of "dual war veterans". Veterans of the recent war who also saw active service in the war of 1914-1918 number about 50,000. At least half of these "dual war veterans" were re-established without difficulty as they were able to return to their private businesses, professions, or pre-enlistment employment. Age is an important factor in the reabsorption into civilian occupations of a considerable number of "dual war veterans", except in cases where applicants possess aptitudes or experience of a readily marketable type. The work which the majority can perform successfully is limited to positions of trust and those in which neither a high degree of skill nor great physical exertion is required. The National Employment Service has allocated five Veterans Employment Advisers, one in each of the five regions across Canada, to carry out the organization of placement of "dual war veterans" and to work in co-operation with the Corps of Commissionaires. This Corps, with branches across Canada, is controlled by public-spirited citizens interested in providing suitable employment for older veterans.

The facilities of the Executive and Professional Division of the National Employment Service, a Division established during the fiscal year under review, are available to discharged members of the Armed Forces of the executive and professional categories whose income before or during hostilities came within specified brackets.

An account of the counselling and placement facilities of the Bureau of Technical Personnel is given in Chapter III of this Annual Report of the Department.

Vocational Training.—Canadian Vocational Training has been expanded to include rehabilitation vocational training for ex-members of the Armed Forces.

The particular phases of rehabilitation training which come under the Department of Labour include trade training, whether in industry or vocational schools, and pre-matriculation academic courses. Although actual training mentioned above, for which the Department of Labour is responsible, is under the Dominion-Provincial Scheme (Canadian Vocational Training), the eligibility of discharged personnel for training, and the length of training to be given, must be approved by the Department of Veterans Affairs which also provides for post-discharge training at university level and the highly specialized training necessary in the case of those discharged persons suffering from serious disabilities.

A full account of the training program provided by Canadian Vocational Training is given in Chapter VIII of this Annual Report of the Department of Labour.

Co-ordination.—It is evident that the program of the Department of Labour for the re-establishment of veterans could not be carried out without the assistance of other Government Departments, and the co-operation of other Departments with the Department of Labour has assisted greatly in this task.

The Deputy Minister of Labour was named Chairman of an Advisory Committee on Rehabilitation and Re-establishment set up by Order in Council P.C. 4383, June 20, 1945. The Vice-Chairman of this Committee is the Deputy Minister of Veterans Affairs, with additional representation from Naval Services, Army, R.C.A.F., Wartime Prices and Trade Board, Civil Service Commission and Departments of Finance, Agriculture, and Reconstruction and Supply. This Committee was established to provide formal interdepartmental machinery to consider rehabilitation problems where two or more Departments are concerned.

Several other committees interested in rehabilitation have been established, notably the Rehabilitation Information Committee and the Standing (Working) Committee on Private Enterprise. The Department of Labour is represented on each of these Committees.

Since February 1, 1946, as a result of co-operation between the Department of Labour and the Department of Veterans Affairs, the administrative machinery used to pay Unemployment Insurance Benefits has been used for the payment of out-of-work allowances provided under the Veterans Rehabilitation Act.

ROYAL COMMISSION ON VETERANS QUALIFICATIONS

During the latter half of 1945, a Royal Commission on Veterans Qualifications studied the problem of granting civilian credits to ex-service personnel for experience, skill and knowledge acquired while in the Armed Forces. This Commission made three reports containing 112 recommendations designed to assist service-trained veterans in their re-establishment.

A Reviewing Committee was appointed to study the reports of the Commission and to bring the recommendations to the attention of Government Departments and private bodies concerned. Many of the proposals of the Commission have been adopted, and the Reviewing Committee will continue to study the evidence and the reports and to watch the effects of the findings of the Commission in the light of new developments.

Publicity.—The Information Division of the Department has publicized the qualities of the veteran with regard to employment, and a great deal of effort has been put forth to familiarize employers with the manuals published by the Department of National Defence (Navy, Army, Air Force), outlining Armed Forces trades and their relation to civilian occupations. These manuals are called "Naval Rates—Their Meaning for Employers", "Army Employment—Civilian Jobs", and "Employers' Guide" for the Air Force. "Army Employment—Civilian Jobs" was prepared by the Research and Statistics Branch of the Department of Labour.

XI.—RESEARCH AND STATISTICS

The work of the Research and Statistics Branch continued on the expanded scale resulting from the increased responsibilities of the Department of Labour during the war and also during the period of demobilization, reconversion and reconstruction. Under the Branch as now constituted the earlier and continuing functions have been co-ordinated with those of a more recent and specialized nature.

The functions of the Branch include the collection, analysis and publication of statistical and other information on wage rates, strikes and lockouts, collective agreements, labour organization, unemployment among union members, fatal industrial accidents, placement operations of the National Employment Service, placement of personnel discharged from the Armed Services, conditions prevailing in the labour market on an industrial and geographical basis, and employment forecasts. In addition, many special projects, some of a temporary and some of a continuing nature, were conducted by the Branch during the year.

In the field of wage rate statistics, collection and analysis of data from employers and trade unions were carried out on the greatly extended scale required for the administrative purposes of the Department and for the National War Labour Board. Numerous inquiries were received from government officials, employers and employees with regard to wage rates and special compilations were made, when required, for the purpose of answering these inquiries.

Reports are received annually from labour organizations in Canada with regard to their membership, affiliation and other matters, and on the basis of these reports the annual report on *Labour Organization in Canada* is compiled. An up-to-date directory of trade union officials is maintained in the Branch.

In addition to the regular work of obtaining copies of all collective agreements, as far as possible, and the summarizing of certain typical agreements in the *Labour Gazette*, the Branch continued the series of analytical studies of current agreements on file, by industry and topic. The first of the series, covering the pulp and paper industry, appeared in the April 1945 issue of the *Labour Gazette*. Study No. 2, entitled *Union Status in Collective Agreements in the Iron and Steel Industry in Canada, 1945*, was published in the October 1945 issue of the *Labour Gazette*, and study No. 3 on *Union Status in Collective Agreements in the Manufacture of Non-Ferrous Metal Products, Non-Metallic Mineral Products, and Chemical Products, Canada, 1945*, was published in the March 1946 issue of the *Labour Gazette*.

The Industrial Classification Manual which was first printed in May 1943, and which provided classification data for the preparation and interpretation of reports on employment as well as a framework for the operation of the labour priority system was revised and reprinted in January 1946.

The work of the Occupational Division which collects and analyses information concerning occupations in Canadian industries was further developed during the year. *Army Employment—Civilian Jobs,—A Guide to Civilian Occupations Related to Army Employment*, a 266-page publication, was prepared in the Occupational Division at the request of the Department of National Defence (Army) and was released by the Army in January 1946, as an aid in the rehabilitation of Army personnel. *Occupational Outlines*, a publication of 300 pages was also prepared in the Division at the request of the Directorate of Personnel Selection (Army) for the use of Army in-service counsellors. This publication which contains a brief study of some 250 of the more important Canadian civilian occupations was used by Army in-service counsellors as a reference book in rehabilitation work.

Labour market analysis was expanded greatly during the fiscal year on national, regional and industrial levels. A monthly review, *The Canadian Labour Market*, has been initiated to aid in the solution of the many problems facing the administrative officials of the Department, particularly in relation to the difficulties of reconversion and rehabilitation.

Employment forecasts on a quarterly basis were developed during the year in co-operation with officials of the Department of Reconstruction and Supply. By means of a carefully selected sample consisting of approximately three hundred large, representative firms who are co-operating in this project, the viewpoint of industry itself in regard to the likely trend of employment is made available to the Department.

Wage Rates and Hours of Labour.—Information concerning wage rates and hours of labour is obtained annually from employers and from labour organizations, and from time to time in connection with strikes and lockouts, arbitration, conciliation and mediation in industrial disputes, preparation of fair wages schedules, etc. Reports from representative employers are requested showing the rates of wages for the principal classes of labour in their employ, hours of work per day and per week, particulars of any shift operations, rates of pay for overtime work, Sundays and holidays. Information regarding other conditions of employment is also requested, such as production or incentive bonuses, annual vacation and sick leave with pay.

The Department has published a series of annual reports on *Wages and Hours of Labour* for the years 1921 to 1941 inclusive, as supplements to the *Labour Gazette*. These contained a table of index numbers of rates of wages, as well as tables of wage rates and hours of labour for the main occupations in most industries. No report was issued covering the year 1942 but a table of index numbers covering the period 1901 to 1942 was published in the *Labour Gazette* for December 1943. The series of annual wage reports was resumed with the publication of No. 26 as a supplement to the *Labour Gazette* for June 1945.

The latest Report No. 27, issued as a supplement to the *Labour Gazette* for September 1946, contains tables of index numbers of rates of wages for the period 1901 to 1944 as well as tables of rates of wages and of straight time or standard hours of work. Wage rate data are shown for selected occupations in various industries for 1944 with comparative figures for 1943 for Canada and by province or region.

Index numbers on the base of rates in 1939 as 100 by main industrial groups, as well as by individual industries, are shown in Table No. 1. For the period 1901-1944 the index numbers for the main groups only are shown in Table No. 2.

The general level of wages in Canada during 1944 was higher than in any previous year in the record, the index covering six main industrial groups being 37.5 per cent higher than in 1939 and 28.5 per cent higher than in 1920 which was the peak year of the inflationary movement following World War I. For the period August 1939 to December 1944, the index number of the cost of living advanced 17.6 per cent.

During the period 1939-1944, considerable increase in wage rates in all industries was recorded year by year, continuing the advance from the low levels of the depression reached in 1933. From 1939 to 1940, the general index number of wage rates advanced 3.9 per cent; from 1940 to 1941, 8.8 per cent; from 1941 to 1942, 8.3 per cent; from 1942 to 1943, 8.4 per cent; and from 1943 to 1944, 3.5 per cent. The percentage increase was much less, therefore, in 1944 than in any of the three preceding years and slightly less than in 1940. Increases in wage rates since 1939 tended to be greater than the average in those industries in which the per capita weekly earnings were less than the average.

Much of the wartime increase in wage rates was due to the payment of a cost of living bonus provided for under the wages control policy of the Dominion Government. All such bonuses have been included in the rates for these years throughout this Report.

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1939-1944

(Rates in 1939=100)

Industry	1939	1940	1941	1942	1943	1944
Logging	100	104.9	114.0	125.9	143.1	146.1*
Logging, Eastern Canada.....	100	105.9	114.8	124.9	142.0	143.2*
Logging, Western Canada.....	100	101.1	110.8	129.7	147.5	156.8*
Mining	100	102.5	111.2	116.6	123.7	134.8
Coal Mining.....	100	102.1	109.4	113.1	124.8	146.0
Metal Mining.....	100	102.8	112.2	118.7	123.1	125.2
Metal Mining, Quebec and Ontario.....	100	103.0	112.2	118.0	121.7	123.7
Metal Mining, Manitoba and Saskatchewan.....	100	101.0	107.8	114.4	121.7	127.4
Metal Mining, British Columbia.....	100	102.7	113.7	123.0	128.7	132.1
Manufacturing	100	104.3	115.2	125.5	135.6	141.1
Textile Products.....	100	106.6	118.6	128.3	139.9	145.3
Primary Textile Products.....	100	107.5	119.0	127.8	140.4	146.0
Cotton Yarn and Cloth.....	100	109.6	123.8	128.1	136.6	139.1
Woollen Yarn and Cloth.....	100	107.6	120.1	136.6	152.8	160.3
Knitting—Hosiery, Underwear and Outerwear.....	100	105.8	112.5	123.6	138.5	146.2
Rayon Yarn and Fabrics.....	100	106.8	122.9	129.0	141.3	147.0
Clothing.....	100	105.3	118.0	129.0	139.3	144.3
Men's and Boys' Suits and Overcoats...	100	107.2	117.9	129.8	146.6	151.9
Work Clothing.....	100	106.0	118.2	133.3	140.8	141.0
Shirts.....	100	102.4	107.0	122.6	135.9	146.5
Women's and Children's Coats and Suits	100	101.7	126.9	131.8	134.5	137.5
Women's and Children's Dresses.....	100	106.1	118.8	127.5	133.2	138.9
Rubber Products.....	100	102.1	117.1	127.1	129.9	135.1
Pulp and Paper Products.....	100	103.3	108.4	113.7	118.1	122.3
Pulp and its Products.....	100	104.6	109.5	115.1	120.0	125.7
Pulp.....	100	108.1	114.4	124.0	128.6	137.0
Newsprint.....	100	103.7	107.7	109.6	115.4	119.6
Paper other than Newsprint.....	100	103.4	107.5	113.2	120.1	124.7
Paper Boxes.....	100	102.9	115.5	123.9	128.9	133.1
Printing and Publishing.....	100	101.7	105.8	110.0	113.6	115.9
News Printing.....	100	101.3	105.5	108.3	111.6	115.8
Job Printing and Publishing.....	100	101.4	105.9	110.6	113.8	114.9
Lithographing, Photo-Engraving, Stereotyping and Electrotyping.....	100	103.5	106.4	114.6	117.8	118.6
Lumber and its Products.....	100	104.4	117.7	131.0	141.9	147.2
Sawmill Products.....	100	105.0	115.0	130.7	143.8	148.7
Planing Mills, Sash, Doors, etc.....	100	105.0	120.0	123.7	128.7	133.2
Furniture.....	100	101.7	125.0	139.0	147.6	154.8
Edible Plant Products.....	100	102.9	115.0	122.5	129.4	133.7
Flour.....	100	103.1	113.9	121.5	128.7	130.3
Bread and Cake.....	100	102.9	115.5	123.9	128.9	134.3
Biscuits.....	100	103.5	114.4	121.8	131.9	135.8
Confectionery.....	100	101.9	114.5	118.2	130.0	131.8
Fur Products.....	100	105.3	113.7	121.7	127.3	130.5
Leather and its Products.....	100	105.9	122.5	134.8	142.9	145.4
Leather (Tanning).....	100	104.5	119.5	133.9	148.9	156.8
Boots and Shoes.....	100	106.2	123.2	135.0	141.7	142.6
Edible Animal Products (Meat Products).....	100	103.2	112.7	119.0	135.1*	137.3*

Industry	1939	1940	1941	1942	1943	1944
Iron and its Products.....	100	102.7	112.9	125.6	138.8	142.6
Crude, Rolled and Forged Products.....	100	101.5	108.1	122.2	135.5	143.5
Foundry and Machine Shop Products.....	100	104.5	116.0	120.9	137.0	140.8
Machinery, Engines, Boilers, Tanks, etc....	100	105.0	116.2	129.7	141.7	147.9
Aircraft.....	100	99.0	109.5	122.7	134.0	138.7
Shipbuilding (Steel Ships).....	100	104.9	121.2	132.2	144.4	145.3
Automobiles, Trucks, etc.....	100	100.6	108.6	115.8	122.7	126.3
Automobile and Truck Equipment and Parts	100	103.4	110.2	127.0	145.7	147.1
Stoves, Furnaces, etc.....	100	104.5	115.6	131.0	143.5	149.5
Agricultural Implements.....	100	105.1	117.6	136.7	151.9	155.8
Sheet Metal Products.....	100	103.9	114.1	126.4	138.2	142.8
Tobacco Products.....	100	102.8	113.0	120.4	131.5	140.3
Tobacco and Cigarettes.....	100	102.5	113.4	119.9	130.8	139.7
Cigars.....	100	104.1	110.8	124.5	135.1	143.0
Beverages (Brewery Products).....	100	103.9	113.3	117.1	121.9	123.5
Electric Current Production and Distribution...	100	103.3	112.0	120.2	129.6	132.5
Electrical Apparatus, etc.....	100	105.6	123.2	133.7	146.4	146.5
Radio Sets and Parts.....	100	105.5	125.5	138.1	151.3	157.3
Electrical Apparatus.....	100	105.7	118.8	129.9	137.0	141.0
Construction.....	100	104.5	111.6	118.6	127.7	129.6
Transportation and Communication.....	100	101.3*	109.7*	116.4*	127.0*	128.0*
Transportation.....	100	101.3*	110.1	117.0*	127.7*	128.7*
Water Transportation (Inland and Coastal)...	100	105.2	113.3	125.8	138.8*	142.2*
Steam Railways.....	100	100.0	109.4	114.8	125.5	125.5
Electric Street Railways.....	100	103.9*	109.1*	115.8*	121.2*	125.7*
Communication—Telephone.....	100	101.3	106.4	112.0	121.9	122.4
Service—Laundries.....	100	105.4	110.5	116.5	127.3	128.9
GENERAL AVERAGE.....	100	103.9	113.1	122.5	132.8	137.5

*Revised.

TABLE 2.—INDEX NUMBERS OF WAGE RATES FOR CERTAIN MAIN GROUPS OF INDUSTRIES IN CANADA, 1901-1944

(Rates in 1939=100)

Year	Logging	Coal Mining	Metal Mining	Manufacturing	Construction	Water Transportation	Steam Railways	Electric Railways	Laundries	Telephones	General Average
1901.....	51.4	47.4	61.2	.....	35.3	43.9	33.7	32.8	.....	.....	38.1
1902.....	52.6	48.0	61.6	.....	37.7	44.1	35.2	34.9	.....	.....	40.0
1903.....	53.9	48.9	59.5	.....	39.5	43.9	36.8	36.5	.....	.....	41.4
1904.....	54.6	48.8	58.1	.....	40.9	44.5	37.6	37.5	.....	.....	42.3
1905.....	57.0	49.5	58.7	.....	42.8	44.7	36.5	37.7	.....	.....	43.1
1906.....	59.4	50.1	62.5	.....	45.0	45.5	38.9	39.0	.....	.....	44.9
1907.....	60.3	53.6	61.7	.....	47.0	46.5	39.6	41.8	.....	.....	46.3
1908.....	58.6	54.3	62.6	.....	47.7	47.6	42.2	42.0	.....	.....	47.4
1909.....	61.9	54.5	63.2	.....	48.7	48.3	42.3	41.7	.....	.....	48.3
1910.....	64.0	54.0	62.5	.....	50.9	48.4	44.1	44.0	.....	.....	49.9
1911.....	65.6	55.9	63.1	45.0	52.9	49.1	46.9	45.2	.....	.....	49.2
1912.....	67.7	56.4	66.3	45.8	56.2	50.1	47.9	47.4	.....	.....	50.8
1913.....	68.7	57.3	65.3	47.2	58.6	52.0	49.0	51.3	47.0	.....	52.1
1914.....	64.3	58.4	65.4	48.7	59.1	52.8	49.9	51.8	49.2	.....	52.8
1915.....	61.1	58.7	66.2	50.1	59.4	54.0	49.8	50.2	47.5	.....	53.2
1916.....	73.0	64.0	73.2	54.3	60.0	54.9	51.8	52.5	50.7	.....	56.9
1917.....	95.8	75.0	81.1	60.4	64.4	64.5	61.0	58.8	56.8	.....	65.2
1918.....	110.3	90.5	88.1	69.2	73.8	78.6	77.3	73.3	65.6	.....	76.6
1919.....	127.3	97.8	88.4	85.0	86.8	86.7	90.1	83.8	75.1	.....	90.0
1920.....	142.5	113.3	102.9	102.4	106.0	105.2	108.2	99.7	88.2	92.2	107.0
1921.....	102.2	119.4	95.2	95.4	99.9	96.0	95.9	98.6	97.3	91.8	97.5
1922.....	79.6	113.4	88.0	89.2	95.3	86.7	90.3	94.6	98.2	87.2	91.1
1923.....	93.5	113.4	91.9	92.5	97.5	91.5	91.2	95.6	99.6	88.6	93.6
1924.....	105.9	110.3	92.0	93.2	99.4	90.2	91.2	95.7	99.9	89.0	94.8
1925.....	95.2	96.1	93.3	92.3	99.8	90.4	91.2	96.4	99.0	89.1	93.8
1926.....	95.5	96.0	93.2	92.8	100.9	90.2	91.2	96.7	99.9	89.7	94.4
1927.....	97.7	96.3	93.3	94.1	105.0	91.3	97.1	97.5	100.8	91.4	96.4
1928.....	99.0	96.8	93.2	94.8	108.7	91.9	97.1	99.6	101.6	93.1	97.5
1929.....	98.7	96.8	93.8	95.4	115.8	96.1	100.0	101.9	101.8	94.2	99.2
1930.....	97.5	97.1	93.9	95.5	119.1	97.2	100.0	102.3	102.0	94.7	99.9
1931.....	81.5	97.1	92.6	93.1	114.7	93.0	97.5	101.9	101.5	95.0	96.6
1932.....	67.1	94.1	89.7	87.0	104.5	86.5	90.1	98.1	99.0	88.6	89.7
1933.....	57.4	92.8	88.6	82.9	92.5	81.2	88.0	93.8	97.0	87.9	85.1
1934.....	65.7	93.4	90.9	85.2	90.7	80.5	85.0	93.7	96.1	93.7	85.9
1935.....	73.1	95.0	92.6	87.0	93.6	81.1	90.1	94.3	96.6	93.0	88.4
1936.....	80.9	95.1	94.9	89.1	94.2	82.4	90.1	95.2	97.1	93.8	90.0
1937.....	93.9	95.6	99.1	96.1	96.9	92.0	96.0	97.8	98.3	98.5	96.7
1938.....	101.8	100.0	99.6	99.2	99.2	99.1	100.0	99.4	99.7	99.7	99.6
1939.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1940.....	104.9	102.1	102.8	104.3	104.5	105.2	100.0*	103.9	105.4	101.3	103.9
1941.....	114.0	109.4	112.2	115.2	111.6	113.3	109.4*	109.1	110.5	106.4	113.1
1942.....	125.9	113.1	118.7	125.5	118.6	125.8	114.8*	115.8	116.5	112.0	122.5
1943.....	143.1	124.8	123.1	135.6	127.7	138.8*	125.5*	121.2	127.3	121.9	132.8
1944.....	146.1	146.0†	125.2	141.1	129.6	142.2*	125.5*	125.7	128.9	122.4	137.5

*Revised.

†Includes increases awarded by National War Labour Board in December 1943, made retroactive to November 1943, in some cases, and to December 20, 1943, in others, and not included in the index for 1943.

Labour Organization in Canada.—Most of the “local unions” in Canada are branches of trade unions, many of which are organizations having branches both in Canada and the United States. The Canadian locals of these international unions are, in most cases, affiliated with either of two central Canadian bodies, the Trades and Labour Congress of Canada or the Canadian Congress of Labour. As a rule, Canadian locals which are branches of unions affiliated with the American Federation of Labor in the United States are affiliated with the Trades and Labour Congress, while those which are branches of international unions affiliated in the United States with the Congress of Industrial Organiza-

tions are affiliated with the Canadian Congress of Labour. Each of the Canadian Congresses also has a number of purely Canadian organizations affiliated with it, either trade unions with a number of branches in different places or merely local unions.

Of the international unions not affiliated with either of the Canadian Congresses, the most important are the four railroad brotherhoods of engineers, firemen and enginemen, conductors, and trainmen. Among the remaining railway unions in Canada, most are affiliated with the American Federation of Labor in the United States and with the Trades and Labour Congress in Canada, the principal exception being the Canadian Brotherhood of Railway Employees and Other Transport Workers which is affiliated with the Canadian Congress of Labour.

Other Central labour bodies are the Canadian Federation of Labour and the Canadian and Catholic Confederation of Labour with which the National Catholic "federations" or unions in the Province of Quebec are affiliated.

At December 31, 1945, the recorded membership of all trade unions in Canada which reported to the Department was 711,117. This figure was 1.8 per cent lower than the figure of 724,188 for 1944 but was higher than any other previous figure.

According to reports received from branches and local unions, there were 204,399 members in Ontario, 171,203 in Quebec, 83,823 in British Columbia, 34,106 in Manitoba, 31,982 in Nova Scotia, 28,578 in Alberta, 19,290 in Saskatchewan, 18,238 in New Brunswick and 721 in Prince Edward Island.

Montreal headed the list of cities with 94,291 members and Toronto was second with 60,612. Next, in order of size of reported local memberships, were Vancouver with 46,286, Winnipeg with 27,363, Windsor with 19,917, Quebec with 14,455, Hamilton with 10,276, Halifax with 10,014, London with 9,965 and Edmonton with 9,530. In 1945, there were 46 urban centres with 20 or more locals as compared with 44 in 1944.

Out of 4,329 local unions of all kinds in Canada in 1945 reports on female membership were received from 1,034 locals which showed a total of 59,871 women members. In 1944 a total female membership of 68,630 was reported by 1,040 locals.

More complete information is contained in the Annual Report on *Labour Organization in Canada* published by the Department.

TABLE 3.—UNION MEMBERSHIP AND LOCAL UNIONS IN CANADA,
CLASSIFIED BY AFFILIATION, 1945

Affiliation	No. of Branches	Member- ship
Trades and Labour Congress of Canada.....	2,394	312,391
American Federation of Labor ¹	39	6,227
Canadian Congress of Labour.....	955	244,750
Congress of Industrial Organizations ²	4	163
Congress of Industrial Organizations of Labour.....	310	68,205
Canadian and Catholic Confederation of Labour.....	371	37,273
International Railway Brotherhoods (independent).....	4	193
Canadian Federation of Labour ³	197	34,559
Unaffiliated National and International Unions.....	55	7,356
Unaffiliated Local Unions.....		
Totals.....	4,329	711,117

¹ These comprise international unions affiliated with the A.F. of L. in the United States, the Canadian branches of which are not affiliated with the Trades and Labour Congress of Canada. The 38 locals or federal unions with 2,460 members, which received their charters directly from the A.F. of L. have been included under the Trades and Labour Congress in this Table as they are affiliated with that body.

² These comprise international unions affiliated with the C.I.O. in the United States, the Canadian branches of which are not affiliated with the Canadian Congress of Labour.

³ The membership shown is for the affiliated unions which reported their membership to the Department.

TABLE 4.—DISTRIBUTION OF TRADE UNION MEMBERSHIP BY MAIN INDUSTRIAL GROUPS, 1944 AND 1945, AND THE PERCENTAGE CHANGE IN 1945 OVER 1944

	1944		1945		Percentage Change in Membership 1945 over 1944
	Member-ship	Per cent of Total	Member-ship	Per cent of Total	
Mining and Quarrying.....	38,601	5.3	37,193	5.3	- 3.6
Metals.....	193,336	26.7	147,909	20.8	-23.5
Construction.....	57,501	8.0	65,569	9.2	+14.0
Light, Heat and Power.....	9,300	1.3	8,977	1.3	- 3.5
Wood and Wood Products.....	48,941	6.7	49,259	6.9	+ 0.6
Printing and Publishing.....	12,212	1.7	14,234	2.0	+16.6
Steam Railway Transportation.....	121,245	16.7	127,945	18.0	+ 5.5
Other Transportation.....	45,236	6.2	49,991	7.0	+10.5
Services.....	70,675	9.8	76,441	10.7	+ 8.2
Clothing, Footwear.....	39,592	5.5	46,122	6.5	+16.5
Textiles.....	27,996	3.9	28,248	4.0	+ 0.9
Food.....	28,737	4.0	28,464	4.0	- 0.9
All Other Industries.....	30,816	4.2	30,765	4.3	- 0.2
Totals.....	724,188	100.0	711,117	100.0	- 1.8

Industrial Accidents.—The Department maintains a record of fatalities from accidents to workers during the course of their employment or arising out of it, or resulting from industrial diseases. Figures as to such fatalities during the calendar year 1945, with information as to causes, were published quarterly in the *Labour Gazette* and a summary for the year, together with a statistical analysis, appeared in the issue for April 1946 (pages 563-572). As in previous years, information was obtained from the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., from *Labour Gazette* correspondents and from newspapers. Supplementary lists showing fatalities reported too late for inclusion in previous lists were also given.

Information concerning fatal industrial accidents in Canada during the first quarter of the year 1946 may be found in the May 1946 issue of the *Labour Gazette* (pages 709-710).

With regard to non-fatal accidents, certain statistics covering the calendar year 1945 were published in the April 1946 issue of the *Labour Gazette* (pages 472-474). These statistics were compiled from reports from provincial Workmen's Compensation Boards.

Unemployment in Trade Unions.—The Department of Labour receives reports from local trade unions throughout the country, showing their membership and the number of members unemployed. From these reports the percentage of the membership covered by the reports which was unemployed is calculated. The record was commenced on a quarterly basis at the end of 1915, but at the beginning of 1919 was placed on a monthly basis. Since the beginning of 1944, the statistics were again obtained only once in each quarter, that is, at the end of March, June, etc.

Statistics were published quarterly during 1945 in the *Labour Gazette* by provinces and by groups of industries. Statistics for the end of each quarter in 1945 and the first quarter of 1946 with comparative figures for the previous year and certain earlier dates, were published in the May 1946 issue, (pages 672-675).

XII.—SPECIAL SERVICES

The Labour Gazette.—As stated in its first issue published in September 1900, "the *Labour Gazette* is an official publication by the Dominion Government, under the authority of the Conciliation Act, 1900. It is the Journal of the Department of Labour and is published with a view to the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects."

The *Labour Gazette* is published monthly. Its functions have expanded steadily with Canada's industrial and economic development and the consequent growth of the Department of Labour. During the fiscal year ending March 31, 1946, it published records of labour legislation, employment and unemployment, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, activities of labour organizations, collective agreements, decisions of the National War Labour Board, vocational training activities, industrial health and accidents, women in industry, the National Employment Service, rehabilitation of war veterans, and the activities of the Unemployment Insurance Commission.

As in former years, articles were included on industrial, social and economic conditions in Great Britain, the United States and other countries where these had a bearing on conditions in Canada. In addition, the proceedings of the International Labour Organization and the World Federation of Trade Unions have been reported upon. Issues of the *Labour Gazette* also contained informative articles on economic stabilization, post-war reconstruction, social security and related material from other Government Departments.

The average monthly distribution of the *Labour Gazette* during the calendar year 1945 was 17,912 (13,866 in English and 4,046 in French), an increase of 1,467 copies as compared with the average monthly distribution of 1944. The average monthly paid circulation was 11,075 (an increase of 2,213 over 1944) of which 8,229 were of the English edition and 2,846 were of the French edition. A nominal subscription of 20 cents a year is charged, the purpose of the subscription being to keep the distribution within the limits of actual demands, rather than to meet the cost of production. In addition to the paid circulation, the *Labour Gazette* is issued gratuitously to certain public bodies and institutions, as well as to persons who from time to time supply information required by the Department. The average monthly distribution of complimentary copies was 6,837, of which 5,637 were of the English edition and 1,200 of the French edition.

At the close of each year a limited number of volumes are bound with a classified index, and sold to subscribers at \$2 a volume.

Information Division.—Since January 1, 1943, when it was established, the work of the Information Division has been to provide a broad publicity service for the several branches of the Department, including National Selective Service and the Employment Service and Unemployment Insurance Branch, as well as the Wartime Labour Relations Board (National) and the National War Labour Board. It has been the policy of the Department to keep the public fully informed, not only in relation to the peacetime and wartime legislation it administers, but also on the operations of the several branches.

The Division is responsible for the preparation and issue of press releases on all policies and activities of the Department. During the fiscal year under review 565 news releases were issued.

During the year the Department found it necessary to carry out several advertising campaigns to notify the public concerning regulations, labour supply projects, employment and re-employment of veterans, and similar matters.

Newspapers and other publications, radio stations, posters, photographs, films, and circular letters were all used extensively in the several campaigns carried on through the Information Division.

Special articles on various departmental activities and operations were provided on request to interested publications. A substantial number of general inquiries on labour and industrial relations were also handled. Some pamphlets were issued, notably one dealing with employment from the veteran's viewpoint.

Officers of the Division regularly co-operated with officers of the National Film Board, as well as those of other Departments, on interdepartmental information projects, notably that on rehabilitation.

The Department, through a special vote available under this Division, financially assisted the National Film Board in the operation of its Industrial Circuits, as an exhibition agency of Government films.

On behalf of the Department this Division arranged with the National Film Board for the production of a series of four short motion pictures on the subject of industrial accident prevention. These films are to be available in completed form in the course of a few months, and represent the beginning of a policy on the part of the Department to contribute to the industrial accident prevention campaign carried out by agencies of Provincial Governments and accident prevention associations.

Labour Legislation.—Information concerning labour legislation both in Canada and abroad is made available through special publications and through *The Labour Gazette*.

Labour laws enacted in Canada are set out in an annual report and are also summarized in *The Labour Gazette* at the close of the legislative sessions. Certain classes of legislation in Canada are the subject of annual publications; comparative articles concerning other laws in Canada and elsewhere are published from time to time in *The Labour Gazette*. The provisions of International Labour Conventions and Recommendations are included for comparative purposes. Items of special interest relating to legislative or administrative standards, proposed or actual, in Canada or in other countries, and legal decisions in labour cases are also printed in *The Labour Gazette*.

Annual publications issued during the last fiscal year include the *Annual Report on Labour Legislation in Canada in 1944*; *Workmen's Compensation in Canada, a Comparison of Provincial Laws*, July, 1945; and *Provincial Labour Standards concerning Child Labour, Hours of Work, Minimum Wages and Workmen's Compensation*, June 1945.

A *Report on Labour Legislation in Canada* has been issued annually by the Department since 1915. It contains the text or summary of the Dominion and provincial statutes and statutory orders affecting labour. In 1915, 1920, 1928 and 1937, the Report took the form of a consolidation of all labour laws on the Dominion and provincial statute-books at the end of those years. Reports for intervening years and for those after 1937 cover only legislation enacted during the year. The 1943 volume contains an index to the Reports for 1937-43.

An article on *Wages and Hours of Labour on Federal Government Contracts and under Provincial Legislation* appeared up to 1942 as an appendix to the annual *Report on Wages and Hours of Labour in Canada*. As few changes were made in the minimum rates established under provincial legislation after 1941, it was considered unnecessary to publish the information until the restrictions imposed by the wartime wages stabilization policy were removed. At first, the effect of the Wartime Wages Control Order was to prevent any increases in the statutory minimum rates; after December 1943, the Order permitted, without reference to the War Labour Boards, increases made in accordance with provincial Minimum Wage Orders, provided the minimum hourly rate did not exceed 35 cents.

Labour Legislation in Canada,—A Historical Outline of the Principal Dominion and Provincial Laws was the title of a booklet, in which was reprinted, with some revision, material prepared for the Dominion-Provincial Conference in August 1945. Laws included in this survey are those concerning trade unions, collective bargaining, industrial disputes, mines, factories and shops, minimum age for employment, workmen's compensation, wages and hours of labour, employment offices, unemployment insurance, vocational education and apprenticeship. There are also short sections on the uniformity of labour laws and on the International Labour Organization.

Provincial standards governing the employment of women were set out briefly in a pamphlet issued in July 1945.

The increased building activity and high accident rate in construction led to the distribution in February 1946 of a pamphlet setting out the safety provisions for the building industry of the Convention and Recommendations which were adopted by the International Labour Conference of 1937.

Special articles published during the year in *The Labour Gazette*, of which offprints were distributed to special mailing lists, included *Juvenile Employment Policies Recommended by the Canadian Youth Commission* and *Factory Inspection in Great Britain in 1944*.

The Canadian Association of Administrators of Labour Legislation was formed in May 1938. The objects of the organization, which consists of all Dominion and Provincial Departments or Boards charged with the administration of any labour law, are to promote higher standards of labour law administration and enforcement and to bring about uniform legislative standards in the provinces through the exchange of information and by annual conference. The provinces pay an annual membership fee of \$25. The Dominion Department of Labour gives the services of the Secretary-Treasurer and bears the cost of reporting and distributing to the members the proceedings of the annual conference.

At the six sessions, 1938-43, topics discussed included minimum wages, maximum hours, conditions on Government contract work, accident prevention, factory inspection, trade unions, collective bargaining, industrial disputes, employment of women and children, apprenticeship, annual reports of labour departments and such wartime policies as the stabilization of wages and the control of labour.

XIII.—CONTROL OF JAPANESE POPULATION

During the year ending March 31, 1946, the Japanese Division of the Department of Labour developed its dual program of relocation and repatriation for the people of Japanese ancestry in Canada, who totalled 24,177 at the end of the period. Sixty per cent are still in British Columbia, twenty per cent on the Prairies and twenty per cent in eastern Canada.

REPATRIATION

Between March and July, 1945, a survey was conducted by the R.C.M.P. to ascertain how many Japanese evacuees wished to go to Japan on a voluntary basis. The survey was conducted with complete impartiality, and no attempt was made by anyone connected with the survey or the Japanese Division to influence or intimidate any person to sign a Declaration asking repatriation. The latest figures show that 6,892 persons (all sixteen years and over) signed to go to Japan: 2,932 Japanese Nationals, 1,436 Naturalized Canadians and 2,524 Canadian-born Japanese. Including 3,740 minor children (under sixteen years of age) who go with their parents, the total for repatriation is 10,632 persons, or 43 per cent of the Japanese in Canada. Of these, 9,261 still reside in British Columbia, being 63 per cent of the 14,695 Japanese in that province at March 31, 1946.

The Armistice with Japan on September 1, 1945, had important repercussions on administration of Japanese affairs in Canada. Of the persons declaring a desire to go to Japan, only a few hundred requested revocation up to September 1, 1945. Since that date, however, 60 per cent of those applying to go have asked cancellation of their repatriation requests, covering a total of 6,313 persons up to March 31, 1946.

In the nine months since the end of hostilities, agitation has grown both among the Japanese and among various Canadian organizations supporting them, urging the Government to cancel the repatriation program and to remove all wartime restrictions placed on persons of Japanese origin.

On November 21, 1945, in the House of Commons, the Minister of Labour announced a modification of the repatriation policy, to permit Canadian-born Japanese to revoke their Declarations for repatriation and remain in Canada, also the naturalized Canadians who requested cancellation up to September 1, 1945.

A month later, the Prime Minister tabled in the House of Commons three Orders in Council, dated December 15, 1945, to implement the deportation program:

Order in Council P.C. 7355 gives authority to the Minister of Labour to carry out the policy announced and includes provision to enable persons deported from Canada under the Order to take their funds and personal property with them, and for the issuance of repatriation grants to provide such persons with minimum amounts of \$200 per adult and \$50 per child on leaving Canada.

Order in Council P.C. 7356 provides for the removal of British and Canadian status from any naturalized persons who leave Canada for residence in Japan under Order in Council P.S. 7355. It does not apply to persons born in Canada.

Order in Council P.C. 7357 authorizes the establishment of a Loyalty Commission of three persons to investigate cases of Japanese Nationals and naturalized Japanese Canadians whose behaviour has cast doubt upon

their loyalty and whose names are referred to the Commission by the Minister of Labour. The Commission will have authority after examination to recommend deportation.

Following representations from the Co-operative Committee on Japanese Canadians, the Government in January, 1946, referred the Orders to the Supreme Court for hearing and decision on their validity. Hearings were held on January 24-25 and Judgment was handed down on February 20. The Court, by a majority of 4 to 3, held that the Orders in Council in question were not *ultra vires* the Governor in Council in any part except paragraph 4 of Section 2 of P.C. 7355, which reads:

The wife and children under 16 years of age of any person for whom the Minister makes an Order for Deportation to Japan may be included in such Order and deported with such person

An appeal is being made to the Privy Council by the Co-operative Committee and when a decision on the Orders has been handed down by that body policy will be reviewed. In the meantime, no steps will be taken to effect compulsory deportation.

However, arrangements have been made to send to Japan those who wish to go voluntarily, and two ships are to leave Vancouver at the end of May with 1,700 persons.

RESETTLEMENT

About 1,200 Japanese were relocated east of the Rockies in the year ending March 31, 1946, of whom 200 settled on the Prairies and 1,000 in eastern Canada. This is somewhat higher than in the previous year.

All employable Japanese with the exception of a few hundred are in useful self-supporting employment at prevailing wages. Across Canada it is estimated that 4,500 Japanese (16 years of age and over) are in agriculture, 2,200 (men) in logging and sawmill work, 1,700 in industry and manufacturing, 1,150 in general and domestic service, 900 in retail trade, 300 in professional and office work, and a balance of 800 in miscellaneous occupations (excluding students and housewives).

The Japanese, wherever they have resettled in the last four years, have added appreciably to the labour force in several essential basic industries. In general, they have conducted themselves well, have worked industriously, and have earned a good reputation among employers and citizens in their new communities.

In view of the cessation of hostilities with Japan, it has been possible to relax a number of wartime restrictions on Japanese in Canada, relating particularly to movement and property purchase. British Columbia Japanese evacuees have also shown a marked change in attitude toward leaving British Columbia and a growing desire to co-operate in the Government's relocation program by moving eastward from that province. Coincident with the above, the Department has taken steps to enlarge its relocation facilities by opening a number of new hostels at various points from Saskatchewan eastwards, has increased placement allowances, and added to its placement staff.

The present policy is to relocate some thousands of Japanese evacuees across Canada during the current year under conditions which will compare favourably with their living conditions prior to evacuation.

XIV.—GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) authorizes the issue of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than \$10 and not more than \$1,200, payable in quarterly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period shall be the longer. Annuities may be deferred or immediate. Deferred annuities are for purchase by younger persons desiring to provide for their old age, by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such members or employees as individuals. In recent years, employers of labour, societies and associations have been turning, in increasing numbers, to Government Annuities for pensions for their employees and members. Under early retirement annuity agreements, employees were treated as individual annuitants. Later, Group Annuity Contracts were adopted. As developed today, a pension plan is a formal arrangement whereby a fund is built up by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from employers' contributions. From this fund is paid a lifetime income to the employee after he retires from work. The terms are set forth in writing and form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. As a result of the large number of employees covered under retirement annuity agreements, the business of the Annuities Branch carried on under this method of purchase has become an important part of the total.

The rate of interest at which rates for annuities are calculated is four per cent, and the mortality tables presently in use are the British annuity tables contained in "The Mortality of Annuitants, 1900-1920", published by the Institute of Actuaries and the Faculty of Actuaries in Scotland, known as "a (f) and a (m) tables", with a reduction of one year of age.

The Government Annuities Act is administered under the Minister of Labour by the Annuities Branch of the Department of Labour, Ottawa. Annuities are sold by application made directly to the Branch at Ottawa or to any one of the eighty-five Annuities Representatives located in forty-two communities across Canada. Further particulars may be obtained from these sources or from the nearest Postal Money Order Office.

Financial Statement.—From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1946, the total number of individual contracts and certificates issued was 151,038. Table 1(A) shows the number of individual contracts and certificates issued and net receipts by five-year periods to March 31, 1943, and Table 1(B) gives this information by fiscal years, from 1940 to 1946 inclusive, the number for the fiscal year under review being 25,538. Of these, 8,183 were contracts with individual annuitants

and 17,355 were certificates issued under all the group contracts, *i.e.*, additional certificates issued under group contracts previously effective as well as certificates issued during the year 1945-46 under new group contracts. There was a total of 433 group contracts under which, at the date under review, 45,360 registrations (Table 2) were in effect (as compared with 33,058 for the year previous). In addition, 1,446 employees or members had been retired with vested annuities, 554 had died before retirement, and 8,867 had withdrawn following change of employment. Among the contracts issued during the year were 2,085 immediate annuity contracts with an average amount of annuity of \$461.

The total net receipts since September 1, 1908, were \$318,780,755.33, net receipts for the year under review being \$46,954,535.93. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1946, is shown in Table 3 to be \$287,492,656. This includes the sum of \$293,798 transferred to maintain the reserve.

Of the 151,038 contracts and certificates issued since the inception of the Act, 17,651 were cancelled, leaving in effect 133,387 on March 31, 1946 (Table 4). Annuity payment was being made under 33,698 of these and was deferred under the remaining 99,689. The total amount of annuity payable under vested contracts was \$13,744,535, an average of \$408 per contract. The value of all outstanding annuities was \$287,492,656 of which \$151,981,176 was the value of vested annuities and \$135,511,480 the value of deferred annuities.

Analysis of Vested Annuities—Tables 5 (A) and 5 (B) given below were compiled from data regarding vested contracts (those under which annuity was being paid) in Table 4, in effect on March 31, 1946, exclusive of last survivor contracts. In Table 5 (A) the number of contracts analysed was 29,738, an increase of 2,952 over the previous year's figure. This number included those under which, the annuitant having died during the guaranteed period, payment of annuity certain was being made. From this Table, which shows the distribution of contracts by *amount of annuity*, it may be found that 74.1 per cent of the annuities were for amounts under \$600, 15.8 per cent for \$600 but less than \$1,200, and 10.1 per cent for \$1,200 or over (those over \$1,200 having been issued prior to August, 1931). In Table 5 (B) the number analysed was 28,423, which included all contracts on existing single lives. The classification was by *sex and age of annuitant* and showed the largest age group to be 60-69 for each sex, the arithmetic average of attained ages under all contracts being 66.9 years, or 0.3 years higher than the figure for the previous year.

From inception to March 31, 1946, six persons, two males and four females, whose annuity contracts were under payment for varying periods, continued to receive payments of annuity after they had attained the age of one hundred years. At March 31, 1946, four of these annuities were no longer living. One male and one female, both aged 102, were still alive and were included among the annuitants under the 152 contracts listed in Table 5 (B) as held by persons aged 90 and over.

DEPARTMENT OF LABOUR

TABLES 1(A) AND 1(B).—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FIVE-YEAR PERIODS, TO MARCH 31, 1943 (TABLE 1(A)) AND BY FISCAL YEARS 1940-1946 INCLUSIVE (TABLE 1(B))

TABLE 1(A)

TABLE 1(B)

Five-Year Period to March 31	Individual Contracts and Certificates Issued	Net Receipts		Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts	
		\$	cts.			\$	cts.
1908 ¹ -1913.....	3,106	1,737,059	70	1940.....	9,014x	20,001,533	26x.
1913-1918.....	1,379	1,912,412	51	1941.....	11,994x	18,803,645	27x
1918-1923.....	1,162	3,039,186	26	1942.....	8,593x	19,630,644	58x.
1923-1928.....	3,289	10,742,535	37	1943.....	9,608x	20,415,365	41x.
1928-1933.....	7,458	18,782,856	83	1944.....	19,354	26,600,097	75
1933-1938.....	26,229	78,895,127	50	1945.....	15,796	33,076,435	98
1938-1943.....	47,727	97,040,507	50	1946.....	25,538	46,954,535	93
Totals, omitting items x (included in Table 1(A)).....					151,038	318,780,755	33

(¹) From Sept. 1, 1908.

TABLE 2.—NUMBER OF GROUP CONTRACTS AND REGISTRATIONS BY SIZE OF GROUP, IN EFFECT AT MARCH 31, 1946

Size of Group by Registrations	Number of Group Contracts	Total Number of Employees Registered
Under 50.....	280	4,767
50-100.....	65	4,508
100-300.....	52	8,975
300-500.....	21	8,467
500-1,000.....	8	5,248
1,000 and Over.....	7	13,395
Totals.....	433	45,360

TABLE 3—GOVERNMENT ANNUITIES FUND STATEMENT FOR THE YEAR
ENDING MARCH 31, 1946

ASSETS	
Balance at credit of fund, April 1, 1945.....	\$243,537,624 00
Receipts 1945-46, less payments.....	43,661,234 04
Amount transferred to maintain reserve.....	293,797 96
Balance at credit of fund, March 31, 1946.....	\$287,492,656 00
LIABILITIES	
Value of all outstanding annuities (see Table 4)	\$287,492,656 00
RECEIPTS	
Immediate annuities.....	\$ 12,857,728 09
Deferred annuities	34,470,915 61
Interest at 4 per cent to March 31, 1946.....	10,193,045 29
Total	\$ 57,521,688 99
PAYMENTS	
Vested annuities.....	\$ 12,862,835 94
Commuted values.....	75,526 09
Premiums returned with interest.....	547,985 15
Premiums returned without interest.....	374,107 77
Total	\$ 13,860,454 95
Receipts, less payments 1945-46	\$ 43,661,234 04
Total	\$ 57,521,688 99

TABLE 4.—VALUATION, MARCH 31, 1946, OF ANNUITY CONTRACTS AND
CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT
ANNUITIES ACT AND IN FORCE ON THAT DATE

Classification	Number of Contracts and Certificates	Amount of Annuity	Present Value of Annuities in Force
		\$	\$
VESTED.—			
Males.....	4,758	1,991,957	16,799,878
Females.....	9,732	3,361,934	33,386,427
Males guaranteed.....	6,276	3,061,555	32,876,112
Females guaranteed.....	8,972	3,618,761	45,959,070
Last survivor.....	2,534	1,060,095	13,648,648
Last survivor guaranteed.....	1,426	650,233	9,311,041
Total vested.....	33,698	13,744,535	151,981,176
Deferred contracts and certificates.....	99,689		135,511,480
Totals.....	133,387		287,492,656

TABLE 5.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON
MARCH 31, 1946

(A) By AMOUNT OF ANNUITY

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than \$300.....	14,803	49.8	49.8
\$300 and less than \$600.....	7,227	24.3	74.1
\$600 and less than \$900.....	3,649	12.3	86.4
\$900 and less than \$1,200.....	1,055	3.5	89.9
Exactly \$1,200.....	2,868	9.6	99.5
Over \$1,200.....	136	0.5	100.0
Totals.....	29,738	100.0	

(B) BY SEX AND AGE OF ANNUITANT

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40.....	163	1.6	450	2.5	613	2.2	2.2
40-49.....	344	3.3	820	4.5	1,164	4.1	6.3
50-59.....	1,403	13.6	2,956	16.3	4,359	15.3	21.6
60-69.....	4,332	41.9	6,788	37.5	11,120	39.1	60.7
70-79.....	3,233	31.3	5,418	30.0	8,651	30.5	91.2
80-89.....	806	7.8	1,558	8.6	2,364	8.3	99.5
90 and over.....	55	0.5	97	0.6	152	0.5	100.0
Totals.....	10,336	100.0	18,087	100.0	28,423	100.0	

XV.—NATIONAL WAR LABOUR BOARD

The wage stabilization policy of the Government was administered during the fiscal year ending March 31, 1946, through the Wartime Wages Control Order, 1943, Order in Council P.C. 9384, of December 9, 1943, as amended by Order in Council P.C. 1727, of March 13, 1944, Order in Council P.C. 3277, of May 4, 1944, Order in Council P.C. 655, of January 30, 1945, and Order in Council P.C. 348, of January 31, 1946.¹

The Wartime Wages Control Order, 1943, was amended only once during the fiscal year 1945-46, such amendment being incorporated in Order in Council P.C. 348, of January 31, 1946. The salient features of this Order in Council were as follows:

1. A new formula for rectification of wage rates was established, based on the principle that an employer could be authorized or directed to increase a single rate or the rates of a range for an occupational classification of his employees "if and to the extent that the National Board finds that such rate or rates are low in comparison with the rate or rates generally prevailing for the same or comparable occupational classifications in the same locality, or, if there is no such occupational classification in that locality, then for the same or comparable occupational classification in a locality which, in the opinion of the Board, is comparable". Prior to this amendment, an employer could be authorized or directed to increase a wage rate or a range of rates where such increase was required to rectify a "gross injustice or gross inequality";
2. The amendment further enables a Board to authorize an employer to vary a single rate or the rates of a range "to such extent as, in the opinion of the National Board, is reasonable in the circumstances and consistent with the maintenance of existing prices of the goods and services which the employer sells";
3. Order in Council P.C. 348 also provides that on and after June 30, 1946, it will not be necessary for an employer to obtain a direction from a War Labour Board "to increase a wage rate paid by him to an employee in an occupational classification to the minimum wage rate established . . . by Provincial Minimum Legislation";
4. It will not be necessary on or after June 30, 1946, for an employer to obtain a direction from a War Labour Board to comply with the provisions of any provincial legislation concerning hours of work or vacations with pay;
5. The Order in Council further provides that a collective agreement between an employer and his employees, which provides for matters concerning vacation with pay, off-shift differentials, hospital aid plans, annuities, pension plans or group insurance plans, does not require the approval of a War Labour Board.

The effect of Order in Council P.C. 348 was to relate more closely the wage control policy with the Government's policy on price control. Order in Council P.C. 348 also represents the Government's first step in the process of removing controls with respect to wage stabilization matters.

¹Control of salaries was not overlooked. The Wartime Salaries Order, Order in Council P.C. 9298, November 27, 1941, (amended by Order in Council P.C. 946, February 6, 1942) and The Wartime Salaries Order, Order in Council P.C. 1549, February 27, 1942, which replaced the original Order and the amendment thereto, provided rules to control the amounts of salaries which may be paid to persons above the rank of foreman or comparable rank. The Wartime Salaries Order is administered by the Minister of National Revenue.

Employees of the Dominion Government are not included under the Wartime Wages Control Order. They are covered by special regulations issued and administered by the Treasury Board.

The Order continued to be administered by the National War Labour Board at Ottawa and by Regional War Labour Boards in each of the nine provinces. In addition, the Western Labour Board continued to administer the Order with respect to defence projects in Alberta, British Columbia, the Yukon and the Northwest Territories in so far as Canadian employees on such projects were concerned. The Western Labour Board was, however, disbanded on March 31, 1946.

THE NATIONAL BOARD

During the fiscal year 1945-46, Mr. Justice M. B. Archibald continued to act as Chairman of the National War Labour Board. Following the resignation of Mr. Leon Lalande, Mr. Lucien Dugas, K.C., of Joliette, Que., was, by Order in Council P.C. 6492, of October 12, 1945, appointed a member of the National War Labour Board. As a result of the sudden death of Mr. J. A. Bell on November 14, 1945, Mr. J. A. McClelland of Valois, Que., was also, by Order in Council P.C. 7020, of November 20, 1945, appointed a member.

Activities of the Board.—During the fiscal year ending March 31, 1946, the National and Regional War Labour Boards dealt with 35,830 applications, affecting 1,203,442 employees. Of these applications, 31,505 were submitted by employers, 1,119 by employees, while 3,206 were submitted jointly by employers and employees.

Table 2 indicates the nature of the applications which were made under the Wartime Wages Control Order, 1943, to each War Labour Board (exclusive of the Western Labour Board), and the number of employees concerned in such applications. Some duplication in the figures undoubtedly exists because of the fact that, in many instances, more than one application covering the same employees was made during the year.

Review of Decisions of Regional Boards.—Pursuant to Sections 9 and 10 of the Wartime Wages Control Order, 1943, Findings and Directions of the Regional War Labour Boards were reviewed by the National Board. In this way, it has been possible to attain uniformity in the administration of the Order throughout Canada. Regional Findings and Directions to the number of 33,417 were reviewed by the National Board in the fiscal year 1945-46. Of these, 221 were placed on special review, of which 51 were passed after further development of the pertinent facts, while in 170 cases the Regional Boards' Findings and Directions were revoked or amended in some particular. At March 31, 1946, eight of these review cases were still outstanding.

Appeals to National War Labour Board from Decisions of Regional Boards.—Section 11 of the Wartime Wages Control Order, 1943, provides for the right by interested parties to appeal to the National Board from a Finding and Direction of a Regional Board, subject only to certain limitations as to the date for lodging such appeal. During the fiscal year ending March 31, 1946, the National Board dealt with 313 appeals from decisions of Regional Boards. Of the total appeals received, 158, or 50·5 per cent were dismissed, while 155, or 49·5 per cent were allowed either in whole or in part.

Assistance from Unemployment Insurance Commission.—The liaison between the National War Labour Board and the Unemployment Insurance Commission was continued during the fiscal year ending March 31, 1946. Inspectors of the Unemployment Insurance Commission continued to provide the National Board with relevant information arising out of the check of employers' payroll records in regard to compliance with the Wartime Wages Control Order, 1943. In the Province of Quebec, inspectors attached to the Provincial Minimum Wage Commission and parity committees carry out inspections on behalf of the National War Labour Board. In the majority of the provinces there are also attached to the Regional War Labour Boards one or more inspectors, who investigate specific complaints having reference to infringements of the Wartime Wages Control Order, 1943, and who also conduct spot examinations.

TABLE 1.—APPLICATIONS TO AND DECISIONS BY THE NATIONAL AND REGIONAL WAR LABOUR BOARDS
FISCAL YEAR ENDING MARCH 31, 1946

Board	Total Cases Received	No. of Employees Concerned	Submitted Jointly—by Employees and Employers		Submitted by Employees		Submitted by Employers		Granted				Denied	
			C ¹	E ²	C	E	C	E	In Full		In Part		C	E
									C	E	C	E		
National.....	816	189,325	141	45,897	115	78,115	560	65,313	609	111,716	154	42,995	53	34,614
Prince Edward Island.....	200	869	.....	.....	1	16	199	853	195	800	5	69	.....	.....
Nova Scotia.....	1,089	32,534	32	3,755	23	18,247	1,034	10,532	878	18,150	148	2,124	63	12,260
New Brunswick.....	1,179	24,187	29	8,291	51	6,931	1,099	8,965	975	17,321	170	4,722	34	2,144
Quebec.....	5,107	529,162	601	215,303	243	112,212	4,263	201,647	4,779	465,555	140	7,284	188	56,323
Ontario.....	8,273	170,091	408	29,164	145	18,446	7,720	122,481	6,700	135,989	1,289	24,306	284	9,796
Manitoba.....	2,676	44,550	282	23,725	78	4,711	2,316	16,114	2,463	38,325	197	3,505	16	2,720
Saskatchewan.....	3,036	28,986	102	6,631	130	7,496	2,804	14,859	2,512	21,673	417	4,673	107	2,640
Alberta.....	2,640	33,100	81	5,724	52	6,605	2,507	20,771	2,212	20,854	320	7,160	108	5,086
British Columbia.....	10,814	150,638	1,530	84,138	281	6,051	9,003	60,449	8,396	66,477	1,855	49,378	563	34,783
Totals.....	35,830	1,203,442	3,206	422,628	1,119	258,830	31,505	521,984	29,719	896,860	4,695	146,216	1,416	160,366

¹ C indicates cases.² E indicates employees involved.

TABLE 2.—APPLICATIONS RECEIVED BY THE NATIONAL AND REGIONAL WAR LABOUR BOARDS UNDER ORDERS IN COUNCIL P.C. 9384 AND P.C. 348
FISCAL YEAR ENDING MARCH 31, 1946

Board	Wage Increase	New Positions	Vacation Plan	Welfare Plan	Wage Incentive	Miscellaneous	Total Applications
National.....C ¹	243	185	63	18	23	284	816
.....E ²	28,778	5,798	72,757	4,992	1,319	75,681	189,325
Prince Edward Island....C	90	65	.....	4	1	40	200
.....E	358	161	.....	92	7	251	869
Nova Scotia.....C	620	308	35	35	8	83	1,089
.....E	10,731	3,044	9,095	2,140	132	7,392	32,534
New Brunswick.....C	697	151	27	18	2	284	1,179
.....E	8,367	1,078	4,706	757	13	9,266	24,187
Quebec.....C	3,099	638	284	253	32	801	5,107
.....E	127,080	24,598	93,973	51,206	4,962	227,343	529,162
Ontario.....C	3,847	2,302	165	290	45	1,624	8,273
.....E	37,013	15,904	22,448	22,996	2,682	69,048	170,091
Manitoba.....C	1,070	1,186	70	105	13	232	2,676
.....E	11,067	4,791	6,874	4,193	466	17,159	44,550
Saskatchewan.....C	1,423	1,175	64	27	13	334	3,036
.....E	6,972	5,564	1,210	1,616	268	13,356	28,986
Alberta.....C	1,001	1,127	35	63	11	403	2,640
.....E	5,675	4,448	2,764	3,709	395	16,109	33,100
British Columbia.....C	3,103	5,377	324	155	9	1,846	10,814
.....E	14,464	37,491	60,081	7,676	125	30,801	150,638
Totals.....C	15,193	12,514	1,067	968	157	5,931	35,830
.....E	250,505	102,877	273,908	99,377	10,369	466,406	1,203,442

¹ C Indicates cases.

² E Indicates employees involved.

XVI.—INTERNATIONAL LABOUR ORGANIZATION

Canada has been a member of the International Labour Organization since it was created, in association with the League of Nations, in accordance with the Treaties of Peace in 1919, with the object of securing the improvement of industrial conditions throughout the world by legislative action and by international agreement. The Department of Labour is the officially designated liaison agency of the Government of Canada with this Organization. The International Labour Organization is an official association of nations which is financed by means of contributions of varying proportions. The Organization is democratically controlled by representatives of the governments and by representatives of organized employers and organized workers appointed by the governments. At present the Organization is made up of fifty-one Member States.

The International Labour Organization comprises: (1) *the General Conference of Representatives of Member States*, which in normal times meets regularly once a year, or oftener if required, and which may be considered the legislative body of the Organization; (2) *the International Labour Office*, which is the permanent secretariat as well as a world information centre and publishing house with respect to all questions relating to the international adjustment of conditions of industrial life and labour, and which also prepares draft international labour Conventions, fosters their ratification and watches over their application; and (3) *the Governing Body of the International Labour Office*, which, usually meeting quarterly, is the Executive Council of the Organization, and supervises the Office, prepares the budget, fixes the agenda of the annual sessions of the General Conference, and decides on the measures to be taken to give effect to the resolutions of the Conference.

Tripartite committees representing governments, employers and workers and functioning in special fields of labour and social conditions constitute an important development in the structure and the work of the Organization.

When war conditions made it impossible for the Organization to discharge its functions in Geneva, its headquarters were, at the invitation of the Canadian Government, moved temporarily to Montreal where, although much hampered by the smallness of its staff and by separation from the records and documents in Geneva, it has been able to resume most of its interrupted activities. Branch offices are maintained in Washington, London, Paris, New Delhi and Chungking, and a small staff retained in Geneva, while a number of members of the staff have been detached for liaison service in their own countries.

To date, twenty-seven sessions of the General Conference have been held since 1919, at all of which Canada has been represented. These Conferences have resulted in the adoption of minimum standards for labour legislation in the form of 67 Conventions and 74 Recommendations covering a wide range of subjects: hours of work; holidays with pay; the protection of women and children; prevention of, and compensation for industrial accidents and occupational diseases; insurance against unemployment, sickness, old age and death; colonial labour problems; protection of migrant workers; conditions of seamen; and many other aspects of the protection of workers' rights and interests. These Conventions and Recommendations are not directly binding on the Member States. However, Governments are under obligation to bring Conventions and Recommendations before the authority or authorities within whose competence the matters lie for the enactment of legislation or other action.

All these proposals, therefore, have been submitted to the Law Officers of the Crown in Canada with a view to determining whether they fall within

Dominion or Provincial jurisdiction. Those found to be in the latter category were brought officially by the Secretary of State to the attention of the provincial authorities.

Although a staunch supporter of the International Labour Organization from the outset, Canada, like other federal countries, is confronted with constitutional difficulties in adopting legislation to give effect to the provisions of many of these I.L.O. proposals. To date Canada has accepted only one Recommendation, that concerning the Communication to the International Labour Office of Statistical or Other Information regarding Emigration, Immigration and the Repatriation and Transit of Immigrants; and has ratified only eleven Conventions concerning: (1) Minimum Age for the Admission of Children to Employment at Sea; (2) Unemployment Indemnity in Cases of Loss or Foundering of the Ship; (3) Minimum Age for the Admission of Young Persons to Employment as Trimmers or Stokers; (4) Compulsory Medical Examination of Children and Young Persons Employed at Sea; (5) Seamen's Articles of Agreement; (6) Marking of the Weight on Heavy Packages Transported by Vessels; (7) Protection against Accidents of Workers employed in Loading or Unloading Ships; (8) Statistics of Wages and Hours in the Principal Mining and Manufacturing Industries, including Building and Construction, and in Agriculture; (9) Limitation of Hours of Work in Industry; (10) Weekly Rest in Industry; and (11) the Creation of Minimum Wage-fixing Machinery. Legislation to implement the first seven of these Conventions is embodied in the Canada Shipping Act, 1934 (which came into effect by proclamation on August 1, 1936), and in Regulations thereunder approved by Order in Council. The provisions of No. 8 are being fully met, in part by the Dominion Bureau of Statistics of the Department of Trade and Commerce and in part by the Department of Labour. Measures enacted by Parliament in 1935 to give effect to the three last-mentioned Conventions, however, remain inoperative as, following a reference made to the Supreme Court of Canada as to the authority of the Dominion Parliament to enact these measures, the judgment rendered was taken to the Judicial Committee of the Privy Council in London, which declared in January 1937 that all three of these Acts were outside the competence of the Parliament of Canada.

This work necessitates research by the Department of Labour on the various technical questions which appear on the agenda of the different sessions of the International Labour Conference and of the quarterly meetings of the Governing Body, as well as of the meetings of committees of technical experts on various questions of interest to industry and labour. It also entails collaboration with other Departments of the Dominion Government, Provincial Governments, employers, labour, and with the International Labour Office itself.

During the fiscal year under review, the Twenty-seventh General Session of the International Labour Conference, and the first since the cessation of hostilities, was held in Paris, where the Organization's Constitution was drafted by the treaty makers at the end of the First World War. A Preparatory Technical Maritime Conference also took place in Copenhagen and two meetings of industrial committees on Coal Mining and Inland Transport held in London marked the inauguration of an important addition to the machinery of the International Labour Organization. In addition to these meetings, the International Development Works Committee met in Montreal and there were three sessions of the Governing Body, one at Quebec and two at Paris. A note on each of these meetings follows.

TWENTY-SEVENTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

At the invitation of the Government of France, the Twenty-seventh Session of the International Labour Conference was held at the Sorbonne, Paris, from October 15 to November 5, 1945. It was attended by delegations from forty-

eight Member States, including Italy, which was re-admitted to membership in the Organization by the Conference. There was a total attendance of 470 delegates, substitute delegates, technical advisers, Ministers and other officials.

The International Labour Conference is a tripartite body, and a complete delegation from a member state consists of four delegates: two representing the Government and two representing respectively employers and workers, chosen by the Government in agreement with the most representative employers' and workers' organizations in the country. Each delegate may be accompanied by not more than two technical advisers for each item on the agenda of the Conference, one at least of whom should be a woman if questions affecting women are to be considered. Thirteen of the forty-eight member states attending the meeting were represented by incomplete delegations and the Conference approved a report of its Credentials Committee which endorsed a protest by the labour delegates against this failure to conform to the constitutional provisions requiring the Member States to be represented by tripartite delegations.

The Canadian delegation to this Conference was composed as follows:

Government Delegates.—Mr. Gray Turgeon, Vancouver, B.C., former Member of Parliament for Cariboo, B.C., and formerly Chairman of the House of Commons Committee on Reconstruction and Re-establishment; Mr. Alfred Rive, Counsellor, Department of External Affairs, Ottawa; and as *Alternate Government Delegate*, Mr. V. C. Phelan, Director of Information, Department of Labour, Ottawa.

Provincial Governments were represented by the Honourable Antonio Barrette, Minister of Labour for Quebec; Mr. J. P. Despres, of the Quebec Department of Labour; the Honourable Charles Daley, Minister of Labour for Ontario; and the Honourable C. C. Williams, Minister of Labour for Saskatchewan.

Employers' Delegate: Mr. Harry Taylor, Personnel Manager, Canadian National Carbon Co., Ltd., and Member of Industrial Relations Committee, Canadian Manufacturers' Association, Toronto, Ont.

Technical Adviser to Employers' Delegate: Mr. Allan Ross, of Ross-Meagher Ltd., Ottawa, Ont.

Workers' Delegate: Mr. J. A. D'Aoust, Vice-President, Trades and Labour Congress of Canada, Hull, Que.

Technical Advisers to Workers' Delegate: Mr. Birt Showler, Vice-President, Trades and Labour Congress of Canada, Vancouver, B.C.; Mr. Norman S. Dowd, Executive Secretary, Canadian Congress of Labour, Ottawa, Ont.; and Mr. Alfred Charpentier, President, Canadian and Catholic Confederation of Labour, Quebec, Que.

Secretary to Government Delegation: Mr. T. L. Carter, Department of External Affairs, Ottawa, Ont.

The agenda of the Conference comprised the following items:

1. Director's Report (social problems of the immediate post-war period, with special reference to Europe; the future policy and program of the I.L.O.);
2. Maintenance of High Levels of Employment during the period of Industrial Rehabilitation and Reconversion;
3. Protection of Children and Young Workers (first discussion);

4. Matters arising out of the work of the Constitutional Committee; (a) relationship of the I.L.O. to other international bodies; and (b) revision of its standing orders;
5. Minimum Standards of Social Policy in Dependent Territories (supplementary provisions); and
6. Reports on the Application of Conventions.

The Director's Report was very fully discussed at several plenary sessions by representatives of Governments, employers and workers from many different countries. Speaking for Canada, Mr. Gray Turgeon urged that the I.L.O.'s constitution should be revised as speedily as its position in relation to the new world organization could be determined.

Canada was represented on the following committees; Committee on Item 2 of the agenda by Mr. Gray Turgeon (with Mr. V. C. Phelan as alternate), Mr. Harry Taylor, (with Mr. Allan Ross as alternate) and by Mr. J. A. D'Aoust, (with Mr. Birt Showler as alternate); Committee on Item 3 by Mr. V. C. Phelan, Mr. Harry Taylor (Mr. Allan Ross, alternate) and Mr. Alfred Charpentier; Committee on Item 4 by Mr. Alfred Rive, Mr. Harry Taylor (with Mr. Ross as alternate) and Mr. J. A. D'Aoust; Committee on Item 5 by Mr. Norman S. Dowd; and on Item 6 by Mr. Birt Showler.

Following the deliberations of the committees, the Conference dealt with their recommendations at a series of plenary sessions during which both Mr. Turgeon and Mr. Phelan addressed the Conference. A lengthy resolution on the subject of full employment during the period of industrial rehabilitation and reconversion was adopted for consideration and action by national governments. In addition to drawing up a list of points to be sent to Governments with regard to (a) medical examination for fitness for employment (young workers) and (b) night work of children and young persons (non-industrial occupations), the Conference adopted a resolution concerning the protection of children and young workers (maintenance; health and social protection; education and vocational training; etc.); another concerning the youth of liberated countries; and two others concerning (a) the regulation of the underground work of young persons in mines; and (b) the setting up of an advisory committee on juvenile work. There was also adopted an Instrument for the Amendment of the Constitution of the International Labour Organization, for the purpose of enabling the Organization to continue to operate efficiently during the transitional period prior to the definition of its relationship to the United Nations, and to make possible the adoption of the further amendments to the Constitution necessary to enable it to discharge its responsibilities with enhanced efficiency. It was hoped that this Instrument would be ratified by all member countries before the opening of the next general session of the Conference.

The Paris Conference also made a very important contribution to international labour regulations by completing the work begun at Philadelphia in 1944 in the field of social policy for dependent territories, by the adoption of a Recommendation to supplement the provisions of the 1944 Recommendation on the same question.

INTERNATIONAL MARITIME PREPARATORY TECHNICAL CONFERENCE

This Conference was held at Copenhagen, Denmark, from November 15 to December 1, 1945, for the purpose of formulating a series of draft proposals on virtually all phases of employer-employee relations in the shipping industry (exclusive of inland navigation) for final consideration by a special Maritime Conference of Member States to be convened in June, 1946, in Seattle, Washington. Twenty maritime nations sent tripartite delegations and representatives from the three groups of the Governing Body were also in attendance.

Canada's delegation was as follows:

Government Delegate: Mr. V. C. Phelan, Director of Information, Department of Labour, Ottawa, Ont.

Shipowners' Delegate: Capt. J. Strachan Thomson, Operating Manager and Marine Superintendent, Park Steamship Company, Ltd., Montreal, Que.

Seafarers' Delegate: Mr. J. A. Sullivan, President, Canadian Seamen's Union, Ottawa, Ont.

The agenda of the Conference comprised the following items:

1. Wages; Hours of Work on Board Ship; Manning;
2. Leave;
3. Accommodation on Board Ship;
4. Food and Catering;
5. Social Insurance;
6. Continuous Employment;
7. Entry, Training and Promotion of Seafarers; and
8. Recognition of Seafarers' Organizations.

The subject of the first item was the most difficult and perhaps the most important. This involved a new and fundamental question—the fixing of an international minimum wage for seafarers. A provisional text for a draft Convention was adopted as a compromise between very divergent views. It lays down an international minimum wage of £18 for an able seaman, and, as a basis for the regulations of hours of work, reaffirms the principle of an eight-hour day; limits the amount of overtime work which may be permitted, and provides that excessive hours of overtime work should be compensated for by time off in port.

The proposed international minimum standards, however, do not provide an advantage to Canada's seafarers over existing conditions, as those standards for the most part are not so high as our own, but it is important to Canada, as a maritime nation, that minimum standards should be adopted and put into effect everywhere, so that competition throughout the world may more nearly approach equality.

Items 2, 3, 4, 5 and 7 were the subjects of preliminary texts for draft Conventions for consideration at the forthcoming Seattle Conference; while Item 6, Continuous Employment, was the subject of a resolution laying down the principle that all States Members should consider the desirability of a system to ensure regularity and continuity of employment. On Item 8 a resolution was proposed affirming the principle that shipowners and seafarers have a right to organize, free from compulsion or improper influence from outside. It also emphasized the need for mutual recognition by the organizations and the value of collective bargaining, urged Governments to consult the organizations on the drafting of laws and regulations affecting their members and to collaborate with them in the application of such measures.

MEETINGS OF INDUSTRIAL COMMITTEES OF THE I.L.O.

In order to enable the International Labour Organization to give closer and more continuous attention to the problems which arise in particular industries than has been possible at the yearly conferences, the Governing Body decided at its meeting in January 1945, to set up special committees to deal with labour and social conditions in seven of the major world industries. These are: coal mining, inland transport, iron and steel production, the metal trades, textiles, petroleum production and refining, and building, civil engineering and public works. These committees are tripartite in structure being composed of representatives of governments, employers and workers.

During the year both the Coal Mining Committee and the Inland Transport Committee held their initial meetings, a brief account of which follows:

Committee on Coal Mining.—Representatives of eleven of the chief coal-producing countries met in London, England, from December 5 to 11, 1945, at a time when the problem of obtaining greater coal production was pressing on many countries. Canada was represented by the requisite two members for each group, namely:

Government Members: Mr. V. C. Phelan of the Department of Labour, Ottawa, substituting for the regular member Mr. M. M. Maclean, Director of Industrial Relations of the Department of Labour, Ottawa, who was unable to attend; and Mr. F. G. Neate, Deputy Coal Controller, Department of Reconstruction and Supply, Ottawa.

Employer Members: Mr. W. Lloyd Craig, President and General Manager of the Canadian Coal Operators' Association, Ottawa; and Mr. J. C. Nicholson, General Manager (retired) of the Dominion Coal Company, Baddeck, N.S., substituting for the regular member Dr. F. W. Gray, recently Assistant General Manager of the Dominion Steel and Coal Corporation, Sydney, N.S.

Worker Members: Mr. Robert Livett, President of District 18, United Mine Workers of America, Calgary, Alta., and Mr. Freeman Jenkins, President of District 26, United Mine Workers of America, Glace Bay, N.S.

The Committee had before it a two-point agenda laid down by the Governing Body: the social problems of the industry in the transition period, and future international co-operation concerning social policy and its economic foundation in the industry. Agreement was reached on a series of principles for incorporation in a Coal Miners' Charter setting forth the social goals to be aimed at by the industry, including: the need for the opportunity for steady employment; attractive wages; shorter working hours for miners than for workers in other industry; working conditions conducive to health, safety and comfort, and an adequate scheme for accident prevention and workmen's compensation; retirement allowances, etc.

Committee on Inland Transport.—This Committee also held its first meeting in London, England, from December 13 to 20, 1945, with representatives from 22 countries in attendance. The six members from Canada were as follows:

Government Members: Brigadier N. B. MacDonald, Deputy Quarter Master General, Canadian Military Headquarters in England, substituting for the regular member Mr. M. M. Maclean, of the Department of Labour, who was unable to attend; and Mr. V. C. Phelan, Director of Information of the Department of Labour, Ottawa.

Employer Members: Mr. F. W. Edge, Director of Labour Relations, Canadian National Railways, Montreal, Que.; and Mr. S. M. Gossage, Assistant Manager, Department of Personnel, Canadian Pacific Railway Company, Montreal, Que.

Worker Members: Mr. J. A. Sullivan, President of the Canadian Seamen's Union, Ottawa, Ont.; and Mr. J. E. McGuire, National Secretary-Treasurer of the Canadian Brotherhood of Railway Employees and Other Transport Workers, Ottawa, Ont.

This committee embodied its conclusions in eight resolutions, of which the most important "urgently" recommended to Governments were: (1) the making of a general plan for repair of the damage to Europe's transport systems; (2) the granting of full support by Governments to the international agencies dealing with the organization of European transport; and (3) the providing of sufficient funds to these agencies.

The participants in the London sessions agreed that the industrial committees could contribute much to the furthering of social justice, and that their establishment as part of the structure of the International Labour Organization had gone far to equip it to meet the new demands that would be made upon it in the post-war world.

Meetings of the remaining five committees are scheduled for the spring and autumn of 1946 and the beginning of 1947.

MEETING OF THE INTERNATIONAL DEVELOPMENT WORKS COMMITTEE

This Committee operates under a statute approved by the Governing Body of the International Labour Office in February 1938, and amended in May 1944. Under the terms of this statute, the ordinary members of the Committee are representatives of those Member States of the I.L.O. which have indicated their willingness to give effect to the Public Works (International Co-operation) Recommendation of 1937 (which contains proposals to make effective the advance planning of public works as a useful method of preventing unemployment and counteracting economic fluctuations); representatives of non-members of the Organization which have notified the Director that they are prepared to give effect to that Recommendation and desire to participate in the Committee's work; and three persons nominated by the members of the Governing Body representing the employers and three the workers. The Governments which have complied with the conditions of membership to date are: Belgium, Brazil, Canada, China, Colombia, Dominican Republic, Luxembourg, Netherlands, Poland, South Africa, Sweden, Switzerland, United Kingdom and the United States.

The Committee met in Montreal from January 28 to February 1, 1946, and Canada was represented by Group Captain B. F. Wood, Assistant to the Deputy Minister of Labour, Ottawa, who was assisted by Mr. H. W. Lea, Co-ordinator of Public Projects, Department of Reconstruction and Supply, Ottawa, and Dr. O. J. Firestone, Assistant to the Director-General of Economic Research, Department of Reconstruction and Supply, Ottawa. Two Canadians were also included in the Governing Body representatives—Mr. H. W. Macdonnell, Legal Secretary of the Canadian Manufacturers' Association (employer), Toronto, and Mr. Percy Bengough, President of the Trades and Labour Congress of Canada (worker), Ottawa. Mr. Bengough also served as one of the four vice-chairmen.

The agenda of the meeting was as follows:

1. To draw up a new uniform plan for the supply of information;
2. To consider certain difficulties that may arise in the application of the Public Works (National Planning) Recommendation of 1937, which recommends appropriate measures for the purpose of achieving a suitable timing of all works undertaken or financed by public authorities;
3. To draw up in consultation with the Governments concerned a list of proposed works which can be undertaken only in co-operation with other countries or with international organizations; and
4. To study the organization of an exchange of information on the results of research and experience concerning the technical problems involved in the preparation and carrying out of development works programs.

The Committee adopted a report recommending that Governments, in planning for full employment, should aim at ensuring a high level of total public and private expenditure. The report also said that Governments should "plan public investment and its financing in such a way as to reduce industrial fluctua-

tions as far as possible and to utilize resources with the utmost efficiency for the satisfaction of the needs of the people". The report contained a list of points for "very careful consideration by all governments engaged in planning public investment, especially development works which form a very important part of such investment, in relation to a full employment policy".

Other recommendations in the report included the following: that Governments and other public authorities "should time their public investment in such a way as to contribute to the maximum possible degree of stability in the industries affected by it . . . in order to minimize the shifting of labour from industry to industry, and to permit continuous operation close to capacity"; that "agencies equipped with the necessary legal and financial powers should be established at all levels of government to plan, execute and, when necessary, co-ordinate public investment projects in such a way as to make a maximum contribution to economic development and to the prevention of unemployment"; that central governments should develop systems of grants-in-aid for the purposes of (a) assisting regional and local governments with the advance preparation of public investment plans and programs, and (b) inducing regional and local governments to time their public investment in relation to the employment situation.

The report in question will be considered at the next meeting of the Governing Body of the International Labour Office in May 1946.

THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body, which is the Executive Council of the Organization, consists of 32 members; sixteen representing governments, eight representing employers, and eight representing workers. Six of the government members, two of the employers' members and two of the workers' members must belong to non-European states.

Of the sixteen representing Governments, eight are appointed by the Member States which the Council of the League of Nations has decided are the eight states of "chief industrial importance", and eight are appointed every three years by the Member States selected for that purpose by the Government delegates to the International Labour Conference, excluding the Government delegates of the eight chief industrial states. The eight countries holding *permanent* seats on the Governing Body by reason of their industrial importance are: Belgium, Canada, China, France, Great Britain, India, the Netherlands, and the United States of America. The *elective* seat holders, as a result of the election held at the Paris Conference in November 1945, are: Australia, Brazil, Chile, Egypt, Mexico, Peru, Poland and Sweden.

The Paris Conference elections resulted also in the appointment of eight Employers' representatives from India, the United Kingdom, South Africa, China, Denmark, France, Mexico and the United States; and of eight Workers' representatives from the United States, the United Kingdom, France, Sweden, Australia, China, Canada (Percy Bengough) and Mexico.

Mr. Arthur MacNamara, C.M.G., LL.D., Deputy Minister of Labour, is the Canadian Government Representative on the Governing Body, and Mr. Percy Bengough, President of the Trades and Labour Congress of Canada, is the Workers' Representative. Canada has a deputy member on the Employers' group in Mr. H. W. Macdonnell, Secretary of the Industrial Relations Committee of the Canadian Manufacturers' Association, Toronto.

Meetings during the Fiscal Year

The Governing Body held three regular sessions during the year under review: its Ninety-fifth in Quebec City June 21-27; and its Ninety-sixth and Ninety-seventh at Paris in October and November. The Canadian Government was represented at each of these meetings.

INTERNATIONAL COMMITTEES OF THE INTERNATIONAL LABOUR ORGANIZATION

The various international committees which have been set up at different times have given most valuable assistance to the International Labour Office in its diverse tasks. They comprise committees of the Governing Body, mixed committees on which the Governing Body is represented, and committees of experts. Some of these committees are especially qualified to represent the interests and desires of certain categories of workers, manual or non-manual; others are intended rather to aid the Office in various fields of scientific research.

Of the standing committees which have been appointed by the Governing Body, Canada is represented as a full or deputy member of the Committees on Finance, Constitutional Questions, Standing Orders, Employment, Periodical Reports, Cost of Living, and Agricultural work. These committees are composed exclusively of members of the Governing Body.

Of the various other committees which have been set up, membership in which is not confined to the Governing Body itself, Canada has representation on the following: Mixed Advisory Agricultural; Management; Public Works; Accident Prevention; Social Insurance; Automatic Coupling; Industrial Hygiene; Workers' Spare Time; Women's Work; Statistical Experts; Unemployment Insurance and Placing; the Joint Maritime Commission; and Industrial Committees for certain of the major world industries, to which reference has already been made.

The Joint Maritime Commission, the first representative standing commission to be established, is the most important and consists of nine shipowners, nine seamen and two members of the Governing Body. It is the only committee which is not tripartite, as governments are not represented thereon. Its first session was held at Geneva in November 1920, since which time it has been regularly consulted by the Governing Body on all matters of maritime interest, including those placed on the agenda of the special maritime sessions of the International Labour Conference, of which there have been six, resulting in the adoption of fifteen Conventions and eight Recommendations for the regulation of maritime employment.

The shipowners of Canada are represented on the Commission at present by Mr. A. L. W. MacCallum, Shipping Federation of Canada, Montreal; while Canadian seamen have a deputy member on the Commission in the person of Mr. W. A. MacDonald, National Association of Marine Engineers, Halifax, N.S. The Commission is to be reconstituted at the Twenty-eighth (Maritime) Session of the International Labour Conference in Seattle, opening in June 1946. The Commission did not hold any meetings during the year under review.

PROPOSED AMENDMENTS TO THE CONSTITUTION OF THE I.L.O.

A Conference Delegation (or working party) on Constitutional Questions was appointed by the Twenty-seventh Session of the International Labour Conference at Paris in November 1945, "to review all outstanding questions relating to the Constitution and constitutional practice of the Organization". The Delegation consists of 12 members, six representing Governments, three employers and three workers, under the chairmanship of Mr. G. Myrddin Evans, Chairman of the Governing Body and Deputy Secretary of the British Ministry of Labour and National Service.

The Delegation met in London from January 21 to February 15, 1946 and in its report presented important proposals for amending the Constitution of the Organization and for improving its machinery. The report was referred to Governments for their observations with a view to their consideration by the Twenty-ninth Session of the Conference to be held in Montreal in September 1946.

The impending dissolution of the League of Nations, of which the Organization was a semi-autonomous part, made certain amendments in the I.L.O. Constitution necessary. The Paris Conference approved certain urgent amendments: (1) to enable any members of the United Nations to join the I.L.O.; (2) to permit the Organization to make financial arrangements with the United Nations or to make its own; (3) to permit amendments in the Constitution to be made by the I.L.O. itself instead of requiring the approval of members of the League of Nations Council.

The problems of federal countries with respect to ratification of Conventions received special attention and a recommendation was made that in such countries, where the Provinces or States have, or share, jurisdiction over labour matters, the Federal Government should make arrangements for the reference to the Provincial or State legislative authorities of those Conventions and Recommendations over whose subject-matter its power is limited, with a view to appropriate action. The Committee also recommended that the Federal Government should arrange, with the concurrence of the Governments concerned, for periodical consultation between the Federal and Provincial authorities, in which representatives of workers' and employers' organizations should participate in an appropriate manner, with a view to promoting co-ordinated action to give effect to such Conventions and Recommendations.

These proposals are to be discussed at a meeting of representatives of federal countries with the Delegation in Montreal in May.

LIAISON WITH THE UNITED NATIONS

At the close of the fiscal year negotiations were under way between Committees of the I.L.O. and of the Economic and Social Council of the United Nations to bring the Organization into relationship with the United Nations on terms to be determined by agreement.

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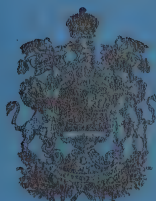
REPORT

OF THE

DEPARTMENT OF LABOUR

FOR THE

FISCAL YEAR ENDING MARCH 31, 1947



OTTAWA
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REPORT

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1947

To His Excellency Field Marshal the Right Honourable the Viscount Alexander of Tunis, K.G., G.C.B., G.C.M.G., C.S.I., D.S.O., M.C., LL.D., A.D.C., Governor General and Commander-in-Chief of the Dominion of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to forward to Your Excellency the accompanying report of the Deputy Minister on the work of the Department of Labour of the Dominion of Canada for the fiscal year ending March 31, 1947, all of which is respectfully submitted.

HUMPHREY MITCHELL,
Minister of Labour

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REPORT
OF THE
DEPUTY MINISTER OF LABOUR
FOR THE
FISCAL YEAR ENDING MARCH 31, 1947

TO THE HONOURABLE HUMPHREY MITCHELL,
MINISTER OF LABOUR.

SIR,—I have the honour to submit a report of the work of the Department of Labour for the fiscal year ending March 31, 1947.

I have the honour to be, Sir,

Your obedient servant,

ARTHUR MACNAMARA,
Deputy Minister of Labour

October 1, 1947.

**I.—OUTLINE OF ACTIVITIES OF THE DEPARTMENT OF LABOUR
DURING THE FISCAL YEAR 1946-47**

INTRODUCTION

The Department of Labour was established in 1900, under the authority of the Conciliation Act passed in that year, the relevant provisions of which now appear in the Labour Department Act (R.S.C. 1927, chap. 111).

The history of the Department has appeared in former Annual Reports and is not, therefore, repeated in this Report.

During the fiscal year the Department administered the following statutes: Conciliation and Labour Act; The Fair Wages and Hours of Labour Act; Government Annuities Act; The Vocational Training Co-ordination Act, 1942; and The Reinstatement in Civil Employment Act. The Fair Wages Orders in Council relating to Government contracts for equipment and supplies are enforced by the Department.

The Wartime Labour Relations Board is responsible, under the Minister of Labour, for the administration of the Wartime Labour Relations Regulations, 1944 (Order in Council P.C. 1003, February 17, 1944). These Regulations suspended the Industrial Disputes Investigation Act.

The Government's wartime wages policy, as set forth in Order in Council P.C. 9384, of December 9, 1943, as amended, was administered by the National War Labour Board and Regional Boards. Wage control, with the exception of applications pending at November 30, 1946, was terminated by Order in Council P.C. 4904, effective December 1, 1946.

The amendments of 1946 to the Unemployment Insurance Act, 1940, defined the relation between the Department of Labour and the National Employment Service, established by the Unemployment Insurance Commission in accordance with the Act.

Under the National Emergency Transitional Powers Act, 1945, the Department was also responsible for the administration of a number of measures, such as Orders in Council dealing with special aspects and problems in the field of labour supply, which it was deemed expedient to continue in force during the reconversion period.

At March 31, 1946, there were 1,403 persons on the staff of the Department of Labour; at March 31, 1947, there were 860¹ persons on the staff. The decrease of 543 during the year was the result of the conclusion of certain activities connected with the war and the immediate postwar period.

A brief reference to the activities of the Department during the fiscal year is given in this chapter. Detailed information will be found in the chapters which follow.

INDUSTRIAL RELATIONS

The conciliation work of the Industrial Relations Branch stems from two pieces of legislation. Conciliation of a general nature may be invoked under the provisions of the Conciliation and Labour Act. Conciliation machinery is also provided by the Wartime Labour Regulations (Order in Council P.C. 1003 of February 17, 1944), as amended, in respect of all industries covered by the Regulations.

Subsequent to the termination of control of wages, and looking forward to returning to the provinces jurisdiction over certain industries which during the war were specifically subjected to Dominion control as war industries, important legislative changes were made by Order in Council P.C. 302, of January 30, 1947.

A full account of these legislative changes will be found in Chapters II and III of this Report.

FAIR WAGES POLICY

The Fair Wages Policy of the Dominion Government was originally adopted in 1900 as a Resolution of the House of Commons. Its purpose was to ensure that all government contracts should contain provisions to secure the payment of wages generally accepted as current for competent workmen in the district in which the work was to be performed, for the character or class of work in which such workmen were to be engaged.

Subsequently, a series of Orders in Council expressed the purpose of the Fair wages Policy in greater detail. In addition, the Fair Wages and Eight-Hour Day Act, 1930, superseded by the Fair Wages and Hours of Labour Act of 1935, made special provision for giving effect to the policy in regard to contracts for building and construction ("A" conditions), but other contracts continued to be covered by Order in Council.

New minimum rates of pay were established by Order in Council P.C. 3884, of May 30, 1941, applicable to contracts for the manufacture of various classes of government supplies and equipment ("B" conditions). Order in Council P.C. 7679, of October 4, 1941, made these conditions applicable to all employees in an establishment of any contractor engaged in the manufacture of supplies and equipment for the Government.

By Order in Council P.C. 6801, of November 23, 1940, Regulations under the Fair Wages and Hours of Labour Act, 1935, made the Deputy Minister of Labour responsible for the enforcement of wage rates specified in fair wage schedules, and established a procedure for the settlement of claims.

During the fiscal year ending March 31, 1947, the Department of Labour issued 486 fair wage schedules and collected amounts due from employers who

¹This figure does not include staff of the Unemployment Insurance Commission or of the National Employment Service, the combined staffs of which totalled 8,500 at March 31, 1947, as compared with 9,896 at March 31, 1946.

had failed to pay the wages prescribed by fair wage schedules in Government contracts, or the minimum rates specified in Order in Council P.C. 7679, of October 4, 1941.

The Department of Labour continued to be responsible for concurrence in the recommendations for the establishment of prevailing rates of pay for prevailing rates employees of the Government.

INDUSTRIAL PRODUCTION CO-OPERATION BOARD

The Industrial Production Co-operation Board, which was created by Order in Council P.C. 162, of January 18, 1944, for the purpose of promoting the growth of Labour-Management Production Committees in war industries, continued during the fiscal year to encourage the extension of this form of joint consultation in industry.

The number of Labour-Management Production Committees of which the Board had a record at April 1, 1946, was 444, covering 218,661 workers. At the end of the fiscal year, 511 committees, covering 247,692 workers, were recorded.

UNEMPLOYMENT INSURANCE COMMISSION-NATIONAL EMPLOYMENT SERVICE

It was found during the war that the Employment Service was called upon to perform many functions which did not fall within the scope of the Unemployment Insurance Act, such as the movement of agricultural workers, placement of the physically handicapped, and vocational guidance.

During the fiscal year, by an amendment to Section 88 of the Unemployment Insurance Act, it was provided that the Commission shall organize and maintain an Employment Service for Canada and, in respect of the administration of that Service, shall be responsible to the Minister of Labour.

The following was also added to Section 88 by the same amendment: "The Commission shall assume and carry out such other duties and responsibilities as the Governor in Council, on the recommendation of the Minister, may require from time to time and, in respect of such other duties and responsibilities, shall be responsible to the Minister".

CANADIAN VOCATIONAL TRAINING

The Training Branch of the Department of Labour is responsible for administering the various training projects known under the general title of Canadian Vocational Training, and authorized by the Vocational Training Co-ordination Act of 1942.

The amount of training during the fiscal year was greater than that for any other fiscal year since training was inaugurated. Training enrolment of ex-service personnel reached its peak during the early months of the fiscal year and accounted for an enrolment of 97,643 out of a gross training enrolment of 136,704 for the year.

All training was carried on under Dominion-Provincial Agreements, as in previous years.

The Vocational Training Advisory Council continued during the year to advise the Minister of Labour with regard to the training program in general.

GOVERNMENT ANNUITIES ACT

From September 1, 1908, the date when the Act became operative, to March 31, 1947, individual contracts and certificates issued totalled 194,623, and net receipts totalled \$390,790,519.75.

During the fiscal year under review, 43,585 contracts and certificates were recorded, with net receipts amounting to \$72,009,764.42. Group contracts in effect at the end of the fiscal year numbered 612, with 70,996 registrants.

RESEARCH AND STATISTICS

During the year, the Research and Statistics Branch continued the collection, analysis and publication of statistics and other information on wage rates and hours of labour, strikes and lockouts, collective agreements, labour organization, unemployment among trade union members, fatal industrial accidents, placement operations of the National Employment Service, occupational research, prevailing labour conditions on an industrial and geographical basis, and employment forecasts. In addition, several special projects were carried out.

SPECIAL SERVICES

The Labour Gazette.—As in former years, *The Labour Gazette* published information concerning labour legislation, employment and unemployment, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of discharged members of the Armed Forces, industrial health and accidents, women in industry, employment and training of youth, the National Employment Service, activities of the Unemployment Insurance Commission, the provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the National War Labour Board.

The Labour Gazette also contained articles on industrial, social and economic conditions in Great Britain, the United States and other countries. Proceedings of the International Labour Organization and the World Federation of Trade Unions were reported upon.

Information Branch.—In keeping with the policy of the Department to inform the public, not only in regard to the legislation which it administers, but also on the activities of the several branches of the Department, 460 news releases were issued by the Information Branch during the year.

Labour Legislation.—Information concerning labour legislation both in Canada and abroad was made available through special publications and through the *Labour Gazette*.

Annual publications issued during the fiscal year included the Annual Report on *Labour Legislation in Canada in 1945*; *Workmen's Compensation in Canada*, *A Comparison of Provincial Laws*; and *Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages and Workmen's Compensation*.

The Library.—As in former years, the library served as an information centre for the officers of the Department and, subject to their requirements, its services were available to the general public.

RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

The chief functions of the Department of Labour in the re-establishment program were to assist ex-service personnel in their return to pre-enlistment employment, to place them in new employment, or to provide training to enable them to acquire special skills before seeking employment.

In the carrying out of this program the Department of Labour was made responsible for the administration of the Reinstatement in Civil Employment Act and of special facilities within the National Employment Service for the

placement of ex-service personnel, and for providing vocational and pre-matriculation training.

During the fiscal year, a large number of men and women were discharged from the Armed Forces and they, together with many of those discharged prior to April 1, 1946, were either seeking employment or desirous of availing themselves of training facilities.

The provisions of the Reinstatement in Civil Employment Act, 1942, as amended by Orders in Council, were consolidated in the Reinstatement in Civil Employment Act, 1946.

Good progress was made in the rehabilitation program within the year. Enrolment of ex-service personnel for training reached its peak in the early months of the fiscal year and accounted for an enrolment of 97,643 out of a gross enrolment of 136,704 in Canadian Vocational Training during the year.

The Veterans Placement Division of the National Employment Service co-operated with the Department of Veterans Affairs concerning the re-establishment of ex-service personnel and, together with the Special Placements Division, the Executive and Professional Division, and the Bureau of Technical Personnel, was successful in placing a large number in employment.

The final report of the Royal Commission on Veterans' Qualifications was tabled in the House of Commons on June 27, 1946. Among other things, the report of the Commission advocated that early action be taken by the provinces to effect uniformity in the matter of trades and apprenticeship training and standards.

NATIONAL REGISTRATION

National Registration was discontinued as from August 15, 1946, with the revocation of the National Registration Regulations, 1940, by Order in Council P.C. 3449. The Order in Council revoking the Regulations annulled every offence committed against the Regulations in respect of which no penalty or punishment had been imposed before August 15, 1946, and provided that on or after that date no legal proceedings were to be instituted or continued in respect of any offences against the Regulations.

During the four and one-half months period from the beginning of the fiscal year until the date of revocation of the Regulations, there were 101,032 new registrations recorded and 243,588 replacement registration certificates issued.

NATIONAL SELECTIVE SERVICE CIVILIAN REGULATIONS

On March 31, 1947, the National Selective Service Civilian Regulations were revoked by Order in Council P.C. 1166, and the few controls continued during the year under the Regulations came to an end. The Labour Exit Permit system and control over postponed conscientious objectors in the performance of alternative service terminated earlier in the fiscal year.

Labour Exit Permits.—The Labour Exit Permit Regulations, which were designed to prevent loss of manpower by prohibiting residents of Canada in designated occupations from emigrating for the purpose of seeking or entering employment outside of Canada, came to an end with the passing of Order in Council P.C. 657, of February 20, 1947, which revoked Part IV of the National Selective Service Civilian Regulations governing the granting of Labour Exit Permits.

Alternative Service.—Control over conscientious objectors for the performance of alternative service in lieu of military service ended on August 15, 1946, through the revocation of Part IIA and Subsection (3) of Section 608 of the National Selective Service Civilian Regulations by Order in Council P.C. 3030, of July 18, 1946.

Prisoners of War.—Following the decision to return all prisoners of war to the United Kingdom, progressively and as quickly as transportation became available, all prisoners of war had left Canada for Europe by the end of 1946.

Bureau of Technical Personnel.—The regional offices of the Bureau of Technical Personnel were closed as of March 31, 1947, and employment operations involving technical personnel in the field became the sole responsibility of the Executive and Professional Division of the National Employment Service. The Bureau in Ottawa continues to be responsible for the national roster of scientific personnel and related activities, and acts in an advisory capacity in connection with field operations.

Farm Labour.—Under the Dominion-Provincial Farm Labour Program, there were, as in previous years, organized movements of labour for farm work. Arrangements were again entered into for the exchange of workers and equipment with the United States, for the harvesting of grain, potatoes and tobacco.

Arrangements were made to select and bring to Canada 4,000 Polish veterans for farm work. A Canadian mission went to Italy and 2,876 veterans were selected. These ex-soldiers arrived in Canada in November and December, 1946, and were all placed on farms throughout the provinces and, from all indications, they are rapidly adapting themselves to life on Canadian farms. At the close of the fiscal year arrangements were being made for the selection of the remainder of the quota.

Some 4,000 prisoners of war were retained for farm labour and for the sugar beet industry until the harvest was over, when they were returned to Britain. Conscientious objectors were employed on farms until August 15, 1946, when control over their employment was terminated. Canadian Japanese also continued to assist in farm work during the year.

Delegates to the annual Dominion-Provincial Farm Labour Conference held in December, 1946, were unanimously of the opinion that the Dominion-Provincial Farm Labour Program should be continued in 1947. Order in Council P.C. 727, of March 13, 1947, authorized the Minister of Labour, on behalf of the Dominion Government, to enter into farm labour agreements with the various provinces.

Woods Labour.—The usual woods labour publicity campaign was undertaken by the Department in the autumn. Farmers were again encouraged to accept employment in the woods in the slack season of agriculture. Other sources of labour for woods operations included approximately 1,000 Canadian Japanese. Following the decision to return all prisoners of war to Great Britain by the end of 1946, the withdrawal of these men from woods work was commenced in May and completed early in July. The termination of control over postponed conscientious objectors meant a loss to the industry of those who had been employed in woods operations.

Movements of woods labour from border areas in the Provinces of Quebec and New Brunswick to the United States continued in 1946-47. Early in June, arrangements were made with the United States Employment Service for the movement of 500 unemployed workers in the Sydney area of Cape Breton for temporary woods work in Maine.

NATIONAL SELECTIVE SERVICE MOBILIZATION REGULATIONS

The National Selective Service Mobilization Regulations, 1944, were revoked as from August 15, 1946, by Order in Council P.C. 3449. The Order in Council revoking the Regulations annulled every offence committed against the Regulations in respect of which no penalty or punishment had been imposed before August 15, 1946, and provided that on or after that date no legal proceedings were to be instituted or continued in respect of any offence against the Regulations.

INDUSTRIAL SELECTION AND RELEASE PLAN

Having fulfilled its purpose of speeding up the release of members of the Armed Forces for essential work during the early stages of reconversion, the Industrial Selection and Release Plan was terminated at the end of May, 1946, by Order in Council P.C. 2093.

RE-ESTABLISHMENT OF JAPANESE IN CANADA

The number of persons of Japanese origin in Canada at March 31, 1947, was 20,645. Of this number, 66.2 per cent were Canadian-born, 12.4 per cent were naturalized Canadians, and 21.4 per cent were Japanese Nationals.

Between May and December, 1946, five ships sailed from Vancouver for Japan, carrying 3,964 voluntary repatriates.

The appeal from the judgment of the Supreme Court of Canada upon the validity of Orders in Council P.C. 7355, P.C. 7356 and P.C. 7357, all dated December 15, 1945, concerning deportation and denaturalization, taken to the Privy Council by the Co-operative Committee on Japanese Canadians, was heard in July, 1946. The Privy Council's decision, handed down in December, 1946, declared the Orders in Council to be *intra vires* in whole.

The Dominion Government, in January, 1947, revoked Orders in Council P.C. 7356 and P.C. 7357, and certain clauses of P.C. 7355, leaving in effect only the clauses authorizing Government assistance to voluntary repatriates.

NATIONAL WAR LABOUR BOARD

At the outbreak of war the Government took initial steps to combat the inflationary forces which experience had shown to be a natural corollary of uncontrolled economies in wartime.

A series of Orders in Council were issued to provide for a system of wage and salary control covering substantially all gainfully employed persons in Canadian industry.

During its currency the Wartime Wages Control Order was administered by the National War Labour Board and nine Regional (provinces) War Labour Boards. The Western Labour Board administered the Wartime Wages Control Order on defence projects in Alberta, British Columbia, the Yukon and the Northwest Territories, in so far as Canadian employees on such projects were concerned, until March 31, 1946, at which date the former jurisdiction of the Western Labour Board passed to the National War Labour Board and the Regional Boards for Alberta and British Columbia, within their respective jurisdictions.

Wage control was ended by Order in Council P.C. 4904, of November 28, 1946, which revoked Part 2 of the Wartime Wages Control Order, 1943, in its entirety as from December 1, 1946, except that the provisions were to continue to apply to applications pending before a War Labour Board on November 30, 1946. Wage control in Canada was finally terminated on March 31, 1947, by Order in Council P.C. 1166.

The Wartime Salaries Order, which had been administered by the Minister of National Revenue, was rescinded on November 30, 1946.

DOMINION-PROVINCIAL CONFERENCE OF MINISTERS OF LABOUR

A Dominion-Provincial Conference of Ministers of Labour was held in Ottawa in October, 1946, for the purpose of considering certain proposals on Dominion and provincial labour legislation in regard to collective bargaining and conciliation, submitted by the Minister of Labour on behalf of the Dominion Government.

Embodied in the proposals of the Dominion Government was the view that the principle of union recognition, the right of employees to organize, the legal recognition of collective bargaining rights, and the prohibition of unfair practices by employers and unions, which have been recognized and given effect under the Wartime Labour Relations Regulations (Order in Council P.C. 1003, of February 17, 1944), as a war measure, should be continued in the post-war period. To this end, the Dominion Government was prepared to revive the Industrial Disputes Investigation Act, and to amend it to carry forward the principles contained in Order in Council P.C. 1003 in regard to industries under Dominion jurisdiction.

The proposals contained a recommendation that ways and means might be found to bring about uniformity of legislation in this field, as between the Dominion and the Provinces, and suggested that this might be achieved by concurrent Dominion-Provincial legislation, or by the Provinces agreeing to Dominion administration in some important areas within provincial jurisdiction, or by voluntary action by the Provinces in line with what the Dominion proposes in its own field.

The Conference recommended that a draft Bill should be prepared by the Dominion Department of Labour, covering the proposals submitted to the Conference in so far as they are within Federal jurisdiction, the draft Bill to be submitted to the Ministers of Labour for the Provinces for their consideration and advice.

It was also recommended by the Conference that Dominion-Provincial Labour conferences be convened annually by the Dominion Minister of Labour.

INTERNATIONAL ASSOCIATION OF GOVERNMENT LABOUR OFFICIALS OF THE UNITED STATES AND CANADA

The International Association of Government Labour Officials of the United States and Canada met for the first time since 1943 at Milwaukee, Wisconsin, September 30 to October 2, 1946. The Conference was attended by representatives from the Department of Labour and the Quebec and British Columbia Departments of Labour, the United States Department of Labor and a number of State Labor Departments.

The Conference was concerned with the consideration of postwar labour standards. Topics which came up for discussion included: school attendance and child labour laws; apprenticeship and on-the-job training; employment of disabled workers; employment opportunities for women, problems of unemployment, equal pay, and hours of work; provision for safety and health on the job through adequate appropriations for Departments of Labour, through safety codes and training of factory inspectors; supervision of conditions of migratory workers, particularly agricultural workers who follow the crops from one region to another.

INTERNATIONAL LABOUR ORGANIZATION

The Department of Labour, as liaison agent between the Government and the International Labour Organization, was called upon to participate very actively in the Organization's program for the year under review. Canada was host to the International Labour Conference for the first time, when the Twenty-ninth Session of the Conference was held in Montreal in September and October, 1946. The Department, therefore, was responsible for many of the physical arrangements essential to the success of the Conference. The Minister of Labour for Canada, the Honourable Humphrey Mitchell, was elected President of the Conference. Several of the senior officials of the Department attended as technical advisers to the two Government delegates.

Officials of the Department of Labour also participated in an important regional labour conference of American States members of the ILO which was held in Mexico City in April, 1946, and again in a maritime session of the Conference held in Seattle in June, 1946, as well as in meetings of five of the recently established standing ILO Committees for the major world industries.

During the year, the Department of Labour continued to maintain close liaison with the Department of External Affairs, the Department of Transport, and other Government departments, as well as with Provincial Governments, not only in connection with the preparatory work incidental to Canada's participation in these various meetings, but also with respect to the follow-up work resulting from the decisions reached.

By an agreement signed on December 14, 1946, the ILO, although retaining its identity as a separate organization, was brought into official relationship with the United Nations.

II.—INDUSTRIAL RELATIONS

The conciliation work of the Industrial Relations Branch stems from two pieces of legislation and is treated hereunder in separate sections, in keeping with the legislative source from which the authority of the Branch is derived.

Conciliation machinery is provided by the Wartime Labour Relations Regulations (Order in Council P.C. 1003), February 17, 1944, in respect of all industries covered by these Regulations with a view to the peaceful negotiation of collective agreements. Certain requirements of the Regulations must have been complied with before such machinery may be invoked. The efforts of the Industrial Relations Officers may, if unsuccessful, be followed by the establishment of a Conciliation Board.

Conciliation of a more general nature may also be invoked under the provisions of the Conciliation and Labour Act (Chapter 110, R.S.C., 1927). Under this Act, Federal intervention is, in the main, restricted to industries over which the Dominion Government has constitutional jurisdiction, or industries over which its jurisdiction has been extended by virtue of the War Measures Act (extended under the terms of the National Emergency Transitional Powers Act, 1945). Within this field, conciliation may take place in regard to any strike or situation which, in the opinion of the Minister of Labour, calls for expedient measures. Such disputes are, however, distinct from and in addition to those coming within the provisions of the Wartime Labour Relations Regulations.

CONCILIATION PROCEEDINGS UNDER WARTIME LABOUR RELATIONS REGULATIONS

Sections 11 to 14 of the Wartime Labour Relations Regulations provide for conciliation machinery to attempt settlement of disputes where negotiations for an agreement following certification of bargaining representatives, or negotiations for the renewal of an existing agreement, have been unsuccessfully continued for thirty days. Disputes of this nature are referred to the Minister of Labour by the Wartime Labour Relations Board (National) or by the Provincial Boards in their respective jurisdiction.¹ A Conciliation Officer is then appointed to confer with the parties and endeavour to effect an agreement. If the Conciliation Officer is unable to bring about settlement of the matters in dispute and reports that in his view an agreement might be facilitated by the appointment of a Conciliation Board, a Board is then established by the Minister of Labour. The duty of such a Board is to endeavour to effect an agreement between the parties on the matters in dispute and report its findings and recommendations to the Minister.

In establishing a Conciliation Board, each of the parties to the negotiations is required to nominate one person for membership on the Board. The two members so appointed are then requested to recommend a third person as Chairman. If they fail to agree, the Minister of Labour appoints a Chairman.

During the fiscal year 1946-47, 188 cases were dealt with under the conciliation provisions of the Regulations. Of these cases, 70 were settled through the efforts of Conciliation Officers without recourse to Board procedure.

Of the 58 cases concerning which reports were received as of March 31, 1947, 30 settlements were effected either during Board proceedings or subsequent to Board reports. In only three cases did strikes occur following receipt by the parties of the Reports of Conciliation Boards.

¹ For legislative changes covering the period April 1, 1947, to May 15, 1947, see Chapter entitled "Wartime Labour Relations Board (National) and Associated Provincial Boards".

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR
RELATIONS REGULATIONS, BY INDUSTRIES, APRIL 1, 1946,
TO MARCH 31, 1947

Mining and Smelting—		
Coal	1	
Metal	22	
	<hr/>	23
Manufacturing—		
Animal products (food)	9	
Vegetable products (food)	4	
Metal products	52	
Fur, leather and other animal products	7	
Textiles	7	
Printing and publishing	4	
Wood products	5	
Shipbuilding	6	
Non-metallic minerals and chemicals	8	
Rubber products	2	
Tobacco	1	
	<hr/>	105
Transportation, Communication and Public Utilities—		
Steam railways	5	
Electric railways and bus lines	6	
Other local and highway transportation	8	
Water transportation	7	
Radio broadcasting	1	
Electricity and gas	4	
	<hr/>	31
Service—		
Public administration	5	
Business and personal	24	
	<hr/>	29
Total		188

ANALYSIS OF CONCILIATION PROCEEDINGS UNDER THE WARTIME LABOUR
RELATIONS REGULATIONS, BY DISPOSITION OF CASES
APRIL 1, 1946, TO MARCH 31, 1947

Applications for intervention received during fiscal year ending March 31, 1947	144
Cases carried over from previous fiscal year	44
	<hr/>
Total cases dealt with during fiscal year	188

As of March 31, 1947, the status of these 188 cases was as follows:

Cases disposed of by Conciliation Officers during the fiscal year...	70
Cases wherein Conciliation Officers had not reported by March 31, 1947	25
Cases wherein Conciliation Boards had reported during the fiscal year (see below)	58
Cases wherein Conciliation Boards were functioning on March 31, 1947	21
Cases wherein Conciliation Boards had been established but were not fully constituted by March 31, 1947	14
	<hr/>
Total:	188

As of March 31, 1947, the disposition of the 58 cases wherein Conciliation Boards had reported during the fiscal year was as follows:

Settlements reported by Boards	15
Settlements reached as result of further negotiations following receipt of Boards' reports	15
Negotiations still in progress subsequent to receipt of Boards' reports	6
Failures to reach agreement subsequent to receipt of Boards' reports	22
	<hr/>
Total	58

ANALYSIS OF CASES CONSIDERED UNDER CONCILIATION PROCEEDINGS OF
THE WARTIME LABOUR RELATIONS REGULATIONS, BY PROVINCES,
APRIL 1, 1946, TO MARCH 31, 1947

Alberta	1
British Columbia	9
Manitoba	32
New Brunswick	5
Nova Scotia	7
Ontario	109
Prince Edward Island .....	..
Quebec	8
Saskatchewan	4
	— 175

In addition to the above, there were 13 cases which came within the jurisdiction of the National Board.

CONCILIATION AND LABOUR ACT

The Conciliation and Labour Act (Chap. 110, R.S.C., 1927) is a consolidation of the Conciliation Act of 1900 and the Railway Labour Disputes Act, 1903. Among other things, it empowers the Minister of Labour to inquire into the causes and circumstances of any trade dispute, to appoint a conciliator on the application of employers or workmen interested, and on the application of both parties to appoint an arbitrator or arbitrators. Other provisions relate to the registration of Conciliation Boards constituted for the purpose of settling disputes between employers other than any railway employer and workmen, having a constitution, by-laws and regulations, or any body or association authorized by an agreement in writing made between employers other than railway employers and workmen to deal with such disputes; and to the appointment of a Conciliation Committee in cases of railway disputes. There is no jurisdictional limit expressed in the Act, but normally its provisions are utilized, in industries which are clearly within provincial jurisdiction, only upon the joint request of the parties or upon the express request or consent of the provincial authorities concerned.

For the purpose of administering this Act and complementary legislation the Department maintains an Industrial Relations Branch. The headquarters of the Branch, comprising a Director of Industrial Relations and staff, is located in Ottawa. Other Industrial Relations Officers are stationed at Vancouver, Winnipeg, Toronto, Montreal, and Fredericton, N.B.

On January 30, 1947, Order in Council P.C. 4020 of June 6, 1941, as amended, was revoked by the provisions of Order in Council P.C. 302. For administrative and statistical purposes, Order in Council P.C. 4020 had (since the revocation of the Industrial Disputes Investigation Act on March 20, 1944, and to the extent that its provisions were not inconsistent with the Wartime Labour Relations Regulations, P.C. 1003) been treated as ancillary to the Conciliation and Labour Act.

Under Section 5 of Order in Council P.C. 4020, Industrial Disputes Inquiry Commissioners appointed by the Minister of Labour were enabled, upon direction of the Minister, to examine any allegation that any person had been discharged or discriminated against for the reason that he was a member of or working on behalf of a trade union, or that any person had been coerced or intimidated to induce him to join a trade union. The Minister of Labour was empowered to issue whatever order he deemed necessary to give effect to the recommendations of a Commissioner, such order to be final and binding upon the employer and employees concerned and any other person concerned.

Section 8 of Order in Council P.C. 4020 empowered the Minister of Labour to appoint an Industrial Disputes Inquiry Commission for the purpose of investigating any situation which might interfere with the effective transition

to a peacetime economy in Canada. Such Commissions were required to report their findings and recommendations to the Minister of Labour, who might take whatever steps he deemed necessary and desirable to give effect to their recommendations.

With the adoption of Order in Council P.C. 302, the principal features of Order in Council P.C. 4020 became an integral part of the Wartime Labour Relations Regulations.

During the fiscal year ending March 31, 1947, officers of the Industrial Relations Branch were called upon to deal with 112 industrial disputes, involving 138,227 workers employed in 763 separate establishments, under the Conciliation and Labour Act and Order in Council P.C. 4020. These disputes are distinct from those dealt with under the Wartime Labour Relations Regulations, P.C. 1003. The large number of establishments affected was accounted for mainly by the logging and lumbering strike in British Columbia, in which some 416 employers were involved. By comparison with the previous fiscal year, the number of disputes was smaller, but the number of workers was much larger. In the fiscal year 1945-46, under this legislation officers of the Industrial Relations Branch dealt with 125 industrial disputes, involving 80,064 workers employed in 412 establishments.

A statistical analysis of the disputes which received attention under the provisions of the Conciliation and Labour Act and under Order in Council P.C. 4020 during the fiscal year 1946-47 follows:

ANALYSIS OF DISPUTES BY INDUSTRIES

Logging and Lumbering.....	1	
Mining and Smelting—		
Coal mining.....	19	
Metalliferous mining.....	3	
Non-metallic mining (other than coal) and quarrying.....	1	
	<hr/>	23
Manufacturing—		
Animal products (foods).....	2	
Vegetable foods.....	3	
Metal products.....	19	
Tobacco and liquor.....	1	
Fur, leather and other animal products.....	1	
Textiles, clothing products, etc.	5	
Printing and publishing.....	3	
Wood products, miscellaneous.....	2	
Shipbuilding	3	
Non-metallic minerals, chemicals, etc.	9	
Rubber products.....	6	
Miscellaneous	1	
	<hr/>	55
Transportation and Public Utilities—		
Water transportation.....	9	
Electric railways and local bus lines.....	2	
Other local and highway.....	7	
Miscellaneous	1	
Electricity and gas (mainly utilities).....	3	
	<hr/>	22
Trade		1
Service—		
Public administration.....	2	
Business and personal.....	6	
	<hr/>	8
Electric Light and Power.....		2
	<hr/>	112

NATURE OF DISPUTE OR SITUATION

Strike or lockout.....	32
Threatened strike or lockout.....	16
Controversy	17
Arbitration	9
Request to conduct consent election.....	2
Request for services of Commissioners.....	36
	<hr/>
	112

MAJOR ISSUES INVOLVED

Increase in wages.....	10
Decrease in wages.....	1
Increase in wages and reduced hours.....	7
Increase in wages and other changes.....	17
Increase in wages and union recognition.....	5
Reduced hours.....	1
Other issues relating to wages and working conditions.....	6
Recognition of union.....	1
Discharge of workers for union membership or activity.....	38
Union jurisdiction.....	3
To secure or to maintain union wages and working conditions....	4
Other union questions.....	5
Discharge of workers (other than in connection with union ques- tions and including refusal to reinstate).....	9
Unclassified	5
	<hr/> 112

DISPOSITION

Strike terminated by mediation (other than as indicated below) ..	6
Threatened strike averted by mediation.....	6
Controversy terminated by mediation.....	8
Decision rendered in arbitration.....	7
Technical services completed.....	1
Election or vote conducted.....	2
Industrial Disputes Inquiry Commissioner appointed under Section 5 of Order in Council P.C. 4020.....	22
Industrial Disputes Inquiry Commissioner appointed under Section 8 of Order in Council P.C. 4020.....	3
Industrial Disputes Inquiry Commissioner appointed under Section 8 of Order in Council P.C. 4020 and agreement signed or renewed	14
Situation terminated by mediation and agreement signed.....	3
Written statement terminating situation.....	2
Dispute lapsed or called off; no further action required.....	21
Referred to National War Labour Board or Regional War Labour Board.....	3
Referred to Wartime Labour Relations Board.....	1
Referred to provincial authorities.....	3
Other disposition.....	6
Disposition pending.....	4
	<hr/> 112

METHOD OF SETTLEMENT

Conciliation or mediation.....	58
Direct negotiations.....	14
Arbitration	8
Administrative action.....	6
Investigation only.....	20
Settlement pending.....	6
	<hr/> 112

DATA CONCERNING CASES DISPOSED OF BY INDUSTRIAL DISPUTES
INQUIRY COMMISSIONERS UNDER SECTION 5
OF ORDER IN COUNCIL P.C. 4020

Number of Commissioners appointed.....	22
Number of employers affected.....	22
Number of employees involved.....	111
Number reinstated voluntarily as result of Commissioner's inquiry.....	5
Number of charges withdrawn by union.....	27
Number found dismissed for union membership and activity, and reinstate- ment ordered by Minister of Labour, with back pay.....	9
Number found to have been dismissed for cause.....	44
Number found dismissed or laid off for economic reasons.....	16
Case lapsed; no further action required.....	10

DATA CONCERNING CASES DISPOSED OF BY INDUSTRIAL DISPUTES INQUIRY
COMMISSIONERS UNDER SECTION 46A (6) OF ORDER IN COUNCIL P.C. 1003
DURING THE PERIOD JANUARY 30 TO MARCH 31, 1947

Number of Commissioners appointed.....	6
Number of employers affected.....	6
Number of employees involved.....	21
Number reinstated voluntarily as result of Commissioner's inquiry.....	14
Number of charges withdrawn by union.....	1
Withdrawal of charges and monetary settlement.....	1
Number found to have been dismissed for cause.....	2
Number securing preferable employment.....	2
Number not disposed of at end of period.....	1

STATISTICAL RECORD OF STRIKES AND LOCKOUTS IN CANADA BY CALENDAR YEARS

References and figures in the following statement pertain to all industrial disputes in Canada without any distinction as to whether they are dealt with under Dominion or provincial legislation.

A record of strikes and lockouts in Canada has been maintained by the Department since its establishment in 1900. Tables are published each month in *The Labour Gazette* of strikes and lockouts in existence during the month, giving particulars as to duration, cause, method of settlement and result of each strike. A review, with a statistical analysis for each calendar year, is published as early as possible in the year following. A strike or lockout included as such in the record is a cessation of work involving six or more employees for at least one working day or a number of workers for part of a day, causing a time loss of ten or more man-working days. The statistical compilation includes only workers directly involved, that is, those on strike or locked out, but the employees indirectly affected, that is, unable to work because of the work stoppage, are shown in footnotes when the number is important.

Notification of the occurrence of a strike or lockout is sent immediately to the Director of Industrial Relations by officers of the Department throughout Canada and in applicable cases by officers of Provincial Departments of Labour. Information is also obtained from representatives of the workers involved, from the employers concerned and from other sources. A statement as to each strike, showing causes, dates, results, etc., is obtained, if possible, from representatives of the parties to the dispute.

The number of strikes and lockouts in Canada during 1946 was only slightly higher than in 1945 but the number of workers involved showed a considerable increase over the figures for 1945, and the resulting time loss was more than three times as great in 1946 as in 1945.

During the calendar year 1946, there were 228 strikes and lockouts in existence. These involved 139,474 workers and caused a time loss of more than 4,500,000 days. The comparable figures for the preceding year are 197 strikes, 96,068 workers and 1,457,000 man-days of idleness. In 1919, the first full year following World War I, 336 strikes were recorded, involving 149,000 workers, with a time loss of 3,400,000 days. This time loss exceeded any other year in the record prior to 1946.

The total amount of idleness due to strikes and lockouts in the calendar year 1946 was about five days in every 1,000 days of working time. Comparative figures for certain earlier years are: 1945, one and two-thirds days; 1944, one-half day; 1943, 1.1 days; for each of the two preceding years about one-half day; and for 1919, the estimate is 6.4 days. Each wage and salary worker lost on the average about 1.5 days in 1946 and one-half day in 1945. For 1919, the estimate is 2 days.

As in 1919, the year 1946 was one of reconversion to peacetime activity, with accompanying industrial disturbance. Weekly earnings declined when weekly hours and overtime pay were reduced, with the result that demands for increases in wages were made in order to maintain take-home pay and to offset increase in the cost of living. The demand for increased wages was, therefore, the principal cause of most of the larger strikes during the year.

Most of the strikes which involved large numbers of workers were of unusually long duration, with the result that about 90 per cent of the time loss during the year was caused by a few strikes. These included loggers and woodworkers in British Columbia, rubber products factory workers in Ontario, workers in primary iron and steel plants in Ontario and Nova Scotia, textile workers in Montreal and Valleyfield, Que., electrical apparatus factory workers

in Hamilton and Toronto, Ont., motor vehicle plant workers in Chatham and Windsor, Ont., seamen on the Great Lakes and the St. Lawrence, and metal miners in British Columbia.

Employment in manufacturing is much greater than in any other industry and strikes in this group caused more than 80 per cent of all time loss during the year. Ten per cent of the total time loss was recorded in logging; about five per cent in mining; only one per cent—an unusually small proportion—in coal mining; and slightly more than one per cent in transportation.

The demand for increases in wages was the major issue in about 30 per cent of the total number of strikes, and in combination with questions involving unionism it was the most important cause in many other cases. About one-half of all strikes were primarily due to this cause, and the time loss resulting from these was about 95 per cent of the total time loss.

Since the passing of Order in Council P.C. 1003, on February 17, 1944, recognition of the union has seldom been an issue in industrial disputes, but during the calendar year 1946 other questions involving unionism, such as union security, discharge of workers for union activity, etc., caused one-third of the strikes, although most of these were coupled with demands for increase in wages.

The settlement of 108 strikes was effected through various government agencies, 46 strikes being settled by conciliation, federal or provincial, 49 by labour boards, etc., and 13 by reference to arbitration. Of the 62 referred to various boards or to arbitration for final settlement work was resumed following conciliation in 22 cases.

A complete survey of strikes and lockouts in Canada during 1946 was published in *The Labour Gazette*, March issue, 1947, pp. 421-51. Comparative figures (see Table I below) and charts covering the period 1901-1946 are included in the survey.

The annual review giving available information as to strikes and lockouts in other countries during 1946 was published in *The Labour Gazette*, March issue, 1947, pp. 452-56. Many countries, however, which formerly reported are not now doing so owing to conditions resulting from the war.

TABLE I.—STRIKES AND LOCKOUTS IN CANADA BY YEARS, 1901-1946

Year	Number Beginning During the Year	Strikes and Lockouts in Existence During Year			
		All Industries			
		Number of Strikes and Lockouts	Number of Employers	Number of Workers Involved	Time Loss in Man- in Working Days
1901.....	97	99	285	24,089	737,808
1902.....	124	125	532	12,709	203,301
1903.....	171	175	1,124	38,408	858,959
1904.....	103	103	591	11,420	192,890
1905.....	95	96	332	12,513	246,138
1906.....	149	150	965	23,382	378,276
1907.....	183	188	950	34,060	520,142
1908.....	72	76	178	26,071	703,571
1909.....	88	90	372	18,114	880,663
1910.....	94	101	1,233	22,203	731,324
1911.....	99	100	533	29,285	1,821,084
1912.....	179	181	1,321	42,860	1,135,786
1913.....	143	152	1,077	40,519	1,036,254
1914.....	58	63	261	9,717	490,850
1915.....	62	63	120	11,395	95,042
1916.....	118	120	332	26,538	236,814
1917.....	158	160	758	50,255	1,123,515
1918.....	228	230	782	79,743	647,942
1919.....	332	336	1,967	148,915	3,400,942
1920.....	310	322	1,374	60,327	799,524
1921.....	159	168	1,208	28,257	1,048,914
1922.....	89	104	732	43,775	1,528,661
1923.....	77	86	450	34,261	671,750
1924.....	64	70	435	34,310	1,295,054
1925.....	86	87	497	28,949	1,193,281
1926.....	75	77	512	23,834	266,601
1927.....	72	74	480	22,299	152,570
1928.....	96	98	548	17,581	224,212
1929.....	88	90	263	12,946	152,080
1930.....	67	67	338	13,768	91,797
1931.....	86	88	266	10,738	204,238
1932.....	111	116	497	23,390	255,000
1933.....	122	125	617	26,558	317,547
1934.....	189	191	1,100	45,800	574,519
1935.....	120	120	719	33,269	288,703
1936.....	155	156	709	34,812	276,997
1937.....	274	278	630	71,905	886,393
1938.....	142	147	614	20,395	148,678
1939.....	120	122	243	41,038	224,588
1940.....	166	168	894	60,619	266,318
1941.....	229	231	658	87,091	433,914
1942.....	352	354	492	113,916	450,202
1943.....	401	402	651	218,404	1,041,198
1944.....	195	199	400	75,290	490,139
1945.....	196	197	418	96,068	1,457,420
1946.....	225	228	1,299	139,474	4,516,393
Total.....	6,819	*6,973	*30,757	*2,081,270	34,697,992

* In this table figures for strikes and lockouts extending over the end of the year are counted more than once.

III.—WARTIME LABOUR RELATIONS BOARD (NATIONAL) AND ASSOCIATED PROVINCIAL BOARDS

The administration of the Wartime Labour Relations Regulations, Order in Council P.C. 1003, is in the hands of the Wartime Labour Relations Board (National) and its associated provincial Labour Relations Boards.

The report which follows is confined largely to the significant developments affecting the Regulations and their administration during the fiscal year ending March 31, 1947, and includes statistical material concerning the activities of the National and provincial Boards. Reports for the three preceding fiscal years have contained material concerning the content of the Regulations, the personnel of the Board, the amendment of the Regulations, the Dominion-Provincial agreements under the Regulations, the scope and jurisdiction of the National and provincial Boards, the functions of the Boards, the procedural Regulations of the National Board, the practice of the National Board as revealed by an annual digest of its decisions, and statistical summaries of cases dealt with by the National and provincial Boards. For complete information on such matters, reference should be made to the earlier reports as certain material has not been repeated from year to year. The information is repeated here only in so far as it is necessary to the understanding of developments during the fiscal year under consideration. As there were certain important legislative developments shortly after the close of the fiscal year, reference to them is included in this report.

THE PERSONNEL OF THE WARTIME LABOUR RELATIONS BOARD (NATIONAL)

Chairman: The Hon. Mr. Justice G. B. O'Connor, Edmonton, Justice of the Appellate Division of the Supreme Court of Alberta;

Vice-Chairman: Mr. A. H. Brown, Departmental Solicitor and Assistant to the Deputy Minister of Labour, Ottawa;

Members: Mr. A. R. Mosher, Canadian Congress of Labour, Ottawa; Mr. W. L. Best, Brotherhood of Locomotive Firemen and Enginemen, Ottawa; Mr. G. Picard, Canadian and Catholic Confederation of Labour, Montreal; Mr. J. A. D'Aoust, International Brotherhood of Paper Makers, Wrightville, Que.; Mr. H. Taylor, Canadian National Carbon Co. Ltd., Toronto; Mr. A. Deschamps, Contracting Engineer, Montreal; Mr. A. J. Hills, Ottawa; and Mr. E. R. Complin, Canadian Industries, Ltd., Montreal;

Chief Executive Officer: Mr. M. M. Maclean, Director of Industrial Relations and Assistant to the Deputy Minister of Labour, Ottawa;

Secretary: Mr. Bernard Wilson, Industrial Relations Officer of the Department of Labour, Ottawa.

LEGISLATIVE BASIS OF THE REGULATIONS

The Regulations were established under the authority of the War Measures Act by Order in Council P.C. 1003 of February 17, 1944, and were continued in effect from January 1, 1946, under the authority of The National Emergency Transitional Powers Act, 1945, and Order in Council P.C. 7414 of December 28, 1945, passed under this Act.

The National Emergency Transitional Powers Act, 1945, was continued in force and effect until May 15, 1947, at which date it expired. However, under the provisions of The Transitional Measures Act, 1947, the provisions of the

Wartime Labour Relations Regulations, P.C. 1003, have been continued in effect in so far as they apply to employees employed on works, undertakings and businesses which are ordinarily within the legislative jurisdiction of Parliament. In asking Parliament for the extension of the life of the Wartime Labour Relations Regulations under this Act, the Minister of Labour explained that it was the intent of the Government that the Wartime Labour Relations Regulations should continue in effect only until such time as the new labour relations legislation, which the Government proposed to introduce at the 1947 session of Parliament, was enacted and proclaimed.

The extension of the Wartime Labour Relations Regulations so provided, however, did not apply to employees employed in industries under the legislative jurisdiction of the provinces. Effective May 15, 1947, the arrangements which had been in effect between the Dominion and a number of the provinces for the joint administration of the Wartime Labour Relations Regulations in their application to industries within the legislative jurisdiction of the province, lapsed. On that date the provinces re-assumed responsibility for the administration of all existing labour relations legislation applicable to employees and employers in industries within the legislative jurisdiction of the province.

AMENDMENTS TO THE WARTIME LABOUR RELATIONS REGULATIONS, P.C. 1003

By Order in Council P.C. 302, of January 30, 1947, the Regulations were amended, effective February 15, so as to provide principally for:

1. The removal of the prohibition regarding wage negotiations contained in Section 10 (4) of the Regulations which reserved such matters to the wage control authorities. With the abandonment of such control, wage matters became subject to collective bargaining and Section 10 (4) was revoked accordingly;

2. The incorporation in P.C. 1003 of the substance of the provisions of Order in Council P.C. 4020, governing the appointment of Industrial Disputes Inquiry Commissions to investigate labour disputes. Consequent upon this amendment, P.C. 4020 was revoked except as to matters pending at February 15;

3. The revocation, effective March 31, 1947, of those sections of P.C. 1003 relating to industries enumerated in Schedule A of the Regulations and described as essential to the efficient prosecution of the war. The effect of this amendment was to return to provincial jurisdiction certain industries enumerated in Schedule A which during the war had been, as a war measure, brought within the scope of Dominion labour relations and conciliation legislation.

In addition, amendments were also effected which were designed: (1) to define the meaning of "dispute"; (2) to clarify and amplify the provisions of subsection 2 of Section 16 allowing parties renegotiating agreements access to the conciliation provisions of the Regulations; (3) to require that during the course of the prescribed procedure for collective bargaining and conciliation there should be no decrease in wage rates or changes in other terms or conditions of employment affecting the employees involved in the collective bargaining negotiations, without the consent of such employees.

DOMINION-PROVINCIAL AGREEMENTS RELATING TO P.C. 1003

Section 36 of the Regulations provides that the Minister of Labour may enter into an agreement with the Government of any province for the administration of the Regulations, or any part thereof, within that province. In general, the agreements delegate to the provincial Board or agency the authority of the National Board over employees and employers in industries described in Schedule A to the Regulations; appoint Board members and administrative officers; provide for appeal to the National Board from the decisions of the

provincial board or agency, and make provision for joint Dominion-Provincial participation both in the cost of administering the Regulations and in the utilization of Dominion and provincial conciliation officers in the province concerned.

During the fiscal year 1944-45, agreements were made with seven provinces, namely, British Columbia, Saskatchewan, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia. The agreements were given effect by Orders in Council passed by the Dominion Government.

Order in Council P.C. 302 of January 30, 1947, *inter alia*, repealed, effective March 31, 1947, the provisions of the Wartime Labour Relations Regulations as applicable to employees and employers in the industries described in Schedule A to the Regulations. This had the effect of restoring to the provinces their peacetime jurisdiction in respect to such industries.

As the agreements made by the Provinces of Saskatchewan and Quebec with the Dominion related only to employees and employers in the industries described in Schedule A, there was no longer any necessity for the continuance of these agreements beyond March 31, 1947. The agreements with these two provinces were therefore terminated, effective April 1, 1947. Orders in Council P.C. 4871 and P.C. 3732 of 1944, which gave effect to the agreements with the Province of Quebec and the Province of Saskatchewan, respectively, were repealed accordingly, effective April 1, 1947, and as of that date the provincial Wartime Labour Relations Boards established in these two provinces ceased to function.

As a result of the passing of Order in Council P.C. 302 of January 30, 1947, the National Board, which had been handling proceedings under the Regulations affecting the industries described in Schedule A in the Provinces of Alberta and Prince Edward Island, no longer had jurisdiction to deal with such matters after March 31, 1947.

The other provinces which had concluded agreements with the Dominion with reference to the administration of the Wartime Labour Relations Regulations in the province, namely British Columbia, Manitoba, Ontario, New Brunswick and Nova Scotia, passed provincial legislation making the Regulations applicable to employees and employers ordinarily within the legislative jurisdiction of the province. Therefore, the passing of Order in Council P.C. 302 of January 30, 1947, did not affect the status of the agreements relating to the administration of the Regulations in the province nor terminate such administrative arrangements.

In the case of the Province of Ontario, however, the Province, following the passing of The Labour Relations Board Act, 1947, by the Province, and pursuant to such Act, terminated the agreement for the joint administration of the Regulations in the province and assumed sole responsibility for the administration of the Regulations as applied by the legislation of the province to employees and employers ordinarily within the legislative jurisdiction of the province, effective April 3, 1947. As of that date, therefore, the National Board ceased to deal with appeals from the Ontario Board decisions save as to appeals which were actually pending before the National Board on that date. The termination of arrangements with the Province of Ontario was given effect to by Order in Council P.C. 1820 of May 8, 1947.

The agreements with the provinces of British Columbia, Manitoba, Nova Scotia and New Brunswick for the administration of the Regulations in the province, and the arrangements giving effect to such agreements, were terminated, effective May 15, 1947, with the concurrence of the provinces. The Orders in Council which gave effect to these agreements lapsed, effective May 15, 1947, with the expiry of The National Emergency Transitional Powers Act, 1945, under authority of which the said Orders in Council had been continued in force and effect.

FUNCTIONS OF THE NATIONAL AND PROVINCIAL LABOUR RELATIONS BOARDS

The Regulations authorize each Wartime Labour Relations Board to perform various functions on behalf of those employees and employers within its particular jurisdiction. The most important functions are:

1. Certification of bargaining representatives upon application and when, following an investigation conducted by the Board and a hearing of the parties if desired, such representatives are shown to be properly elected by an employees' organization or chosen by a trade union and supported by a majority of the employees affected. In performing this certifying function, the Board must determine the appropriateness of the unit (the groups of employees or plant or portions of a plant covered by the application) for collective bargaining purposes. The Board must also decide upon the exclusion of confidential and supervisory employees, exercising management functions, from the bargaining unit.

2. Intervention with a view to completion of a collective agreement. Where negotiations have failed to bring about an agreement, the Board on request must refer or certify the matter to the Minister of Labour for the appointment of a Conciliation Officer and, if recommended by the Officer, a Conciliation Board.

3. Establishment of a procedure for the final settlement of disputes concerning the interpretation or violation of the terms of a collective agreement. This function is confined to situations where the agreement itself lacks a procedure for the final settlement of such disputes.

4. Instituting or granting or refusing permission to institute prosecutions for violation of the Regulations. It is within the discretion of the Board to institute court proceedings or grant or withhold permission to prosecute in matters concerning unfair labour practices, illegal strike or lock-out action, bargaining in bad faith, or other breach of the Regulations. Leave of a Board is necessary before Court action can be taken.

5. In addition, during the fiscal year the National Board exercised jurisdiction as an appeal tribunal in respect of decisions made by provincial Boards or agencies. Any party to proceedings before a provincial Board may appeal to the National Board by leave of either the provincial Board or the National Board.

BOARD REGULATIONS RELATING TO PROCEDURE

The procedural Regulations of the National Board were adopted on June 7, 1944, pursuant to Section 27 of P.C. 1003, and given the approval of the Minister of Labour. From time to time the procedural regulations have been amended and, on December 13, 1946, a further amendment was made to clarify the period of time within which an application for leave to appeal might be filed with the National or provincial Boards.

WARTIME LABOUR RELATIONS BOARD (NATIONAL)

During the fiscal year ending March 31, 1947, the National Board held thirty-three meetings, sitting every four weeks for two- or three-day sessions. In addition to other activities, statistics of which are given below, some 75 hearings were held, with approximately 100 employers and 109 trade unions and employees' organizations being represented before the Board. About one-third of the meeting time of the Board was occupied in hearing these oral representations. Twenty-four of the hearings involved applications for certification, fifty involved appeals or groups of appeals from the decisions of provincial Boards, and one concerned an application pursuant to Section 18 for the establishment of a procedure for the final settlement of disputes.

STATISTICS OF THE NATIONAL AND PROVINCIAL WARTIME LABOUR
RELATIONS BOARDS

During the fiscal year 1946-47, the National Board dealt with a total of 184 applications for certification of bargaining representatives, 17 of which had been carried over from the previous fiscal year. The Board issued 75 certificates designating bargaining representatives. A total of 22 applications were rejected by the Board and 36 were withdrawn by the applicants, while one application was referred to a provincial Board for consideration. Decision of the Board was pending on 50 applications at the end of the fiscal year.

Twenty-nine representation votes were ordered by the Board during the fiscal period.

Appeals and applications for leave to appeal to the number of 61 (8 were carried forward from the previous fiscal year) were dealt with by the National Board during the fiscal year; 12 appeals were granted, and 40 were denied. At the end of the fiscal year, the Board's decision on 9 appeals was pending.

During the fiscal year 1946-47, the various provincial Wartime Labour Relations Boards dealt with a total of 1,906 applications for certification, 303 of which were carried forward from the previous fiscal year and 1,256 certificates were issued by these Boards. Applications rejected numbered 269; withdrawn, 183; and 198 applications were under investigation or in abeyance at the close of the fiscal year.

A total of 157 representation votes were ordered by the provincial Boards during the fiscal year.

SUMMARY

Combining these statistics of the National and Provincial Wartime Labour Relations Boards, a total of 2,090 applications for certification of bargaining representatives were dealt with during the period April 1, 1946, to March 31, 1947; 1,331 applications were granted; 291 rejected; and 219 withdrawn by the applicants, the remainder being under consideration or in abeyance.

In all, 186 employees' representation votes were ordered by the various Boards.

TABLE 1.—CERTIFICATION PROCEEDINGS BEFORE THE NATIONAL AND PROVINCIAL WARTIME LABOUR RELATIONS BOARDS
UNDER THE WARTIME LABOUR RELATIONS REGULATIONS, P.C. 1003, DURING FISCAL YEAR
APRIL 1, 1946–MARCH 31, 1947

WARTIME LABOUR RELATIONS BOARD (NATIONAL)								
Number of Applications Received	Number of Applications Carried Forward from Previous Year	Total Applications Dealt with	Certifications Granted	Applications Rejected	Applications Referred to Provincial Boards	Applications Withdrawn	Applications Pending at Close of Fiscal Year	Representation Votes Ordered
167	17	184	75	22	1	36	50	29
PROVINCIAL WARTIME LABOUR RELATIONS BOARDS								
1,603	303	1,906	1,256	269	.....	183	193	157
Totals 1,770	320	2,090	1,331	291	1	219	243	186

TABLE 2.—APPLICATIONS FOR LEAVE TO APPEAL AND APPEALS DEALT WITH BY WARTIME LABOUR RELATIONS BOARD (NATIONAL)
DURING FISCAL YEAR APRIL 1, 1946–MARCH 31, 1947

Applications for Leave to Appeal and Appeals Received During Year	Carried Forward from Previous Fiscal Year	Total Applications for Leave to Appeal and Appeals Dealt with	Appeals Granted	Appeals Denied	Appeals Withdrawn by Appellants	Pending at Close of Fiscal Year
53	8	61	12	40	.....	9

IV.—FAIR WAGES POLICY

The Fair Wages Policy of the Dominion Government was originally adopted as a Resolution of the House of Commons in 1900 and was later expressed in an Order in Council of June 7, 1922, which was subsequently amended by an Order in Council of April 9, 1924. The Fair Wage Order in Council contains certain conditions marked "A" which are applicable to contracts for building and construction work, and certain other conditions marked "B" which apply in the case of contracts for the manufacture of various classes of Government supplies and equipment.

Respecting contracts for building and construction work, the "A" conditions of the 1924 Order in Council were superseded, in so far as wages and hours were concerned, by a statute entitled the "Fair Wages and Eight Hour Day Act, 1930". This Act was, in turn, superseded by the "Fair Wages and Hours of Labour Act, 1935", which is still in effect. The clause relating to wages and hours is in the terms following:

All persons in the employ of the contractor, sub-contractor, or any other person doing or contracting to do the whole or any part of the work contemplated by the contract shall during the continuance of the work be paid fair wages. The working hours of persons while so employed shall not exceed eight hours per day or forty-four hours per week except in such special cases as the Governor in Council may otherwise provide, or except in cases of emergency as may be approved by the Minister.

Fair wages are defined in the Act as "such wages as are generally accepted as current for competent workmen in the district in which the work is being performed for the character or class of work in which such workmen are respectively engaged; but shall in all cases be such wages as are fair and reasonable".

This Act applies not only to contracts made with the Government of Canada for the construction, remodelling, repair or demolition of any work, but also to workmen employed on works of this nature by the Government direct who are excluded from the provisions of the Civil Service Act. It applies also to such works as are assisted by Government aid in the form of contribution, subsidy, loan, advance or guarantee.

On December 31, 1934, an Order in Council was passed rescinding the "B" conditions of the Fair Wages Order in Council previously in effect and substituting other conditions therefor. In addition to the original provision requiring the payment of wage rates not less than those generally accepted as current for competent workmen in the district in which the work was to be performed, the 1934 Order in Council stipulated minimum rates of 30 cents per hour for male workers 18 years of age and over and 20 cents per hour for female workers 18 years of age and over. Order in Council P.C. 3884, of May 30, 1941, raised the minimum rates to 35 cents per hour for males and 25 cents per hour for females, 18 years of age and over, and Order in Council P.C. 7679, October 4, 1941, made these conditions applicable to all employees in an establishment of any contractor engaged in the manufacture of supplies and equipment for the Government, regardless of whether such employees were actually engaged in the execution of the contract.

By Order in Council P.C. 6801, November 23, 1940, Regulations under the Fair Wages and Hours of Labour Act, 1935, made the Deputy Minister of Labour

responsible for the investigation of claims for the payment of wages specified in fair wages schedules, and established a procedure for the settlement of such claims.

The responsibility for concurrence in the recommendations for the establishment of prevailing rates of pay for prevailing rates employees of the Government rests with the Department of Labour.

Departments of the Government contemplating the calling of tenders for construction projects furnish the Department of Labour with particulars as to the nature of the work, the locality, the approximate cost, and the classifications likely to be employed. The Department of Labour, thereupon, furnishes the Department concerned with a fair wage schedule showing the minimum wage rates to be paid for each classification, together with the standard conditions as specified in the "A" conditions. The schedule and conditions are included in the specifications and form part of the contract. Departments awarding contracts for the supply and manufacture of supplies and equipment include in the contract the standard "B" conditions and the minimum wage requirements of Order in Council P.C. 7679.

During the fiscal year ending March 31, 1947, the Department of Labour issued 486 fair wage schedules. During the same period, the sum of \$1,174.63 was collected from employers who had failed to pay the wages prescribed in fair wage schedules, or the minimum rates specified in Order in Council P.C. 7679, and adjustments were made in respect of 12 workers.

V.—INDUSTRIAL PRODUCTION CO-OPERATION BOARD

Created by Order in Council P.C. 162, January 18, 1944, to promote the growth of labour-management production committees in war industries, the Industrial Production Co-operation Board in the fiscal year 1946-47 continued to encourage the extension of this form of joint consultation.

The number of labour-management production committees of which the Board had a record at April 1, 1946, was 444, covering 218,661 workers. At March 31, 1947, the number of committees had increased to 511, covering 247,692 workers. Table 1 shows the distribution of labour-management production committees by industry and the number of employees covered by the committees.

The issue of the Board's monthly bulletin, *Teamwork in Industry*, continued. Its circulation increased by 65 per cent during the year.

In addition to the bulletin, the Board published and distributed during the year booklets, in English and French, entitled *Industrial Democracy at Work* and *A Handbook on Suggestion Plans*, outlining labour-management co-operation technique; also *Team-Work in Action*, a study of joint co-operation in industry, and the first of a series of informational bulletins, *The Foreman and the LMPC*.

A sound filmstrip in colour, *A Man With a Plan*, was produced for the Board by the National Film Board, and work was commenced on a 16 mm. film showing the accomplishments of representative Canadian labour-management production committees.

As a result of administrative experience and to achieve consolidation, a rearrangement of the offices and field staff of the Board was effected during the year and field representatives are located at Fredericton, Three Rivers, Montreal, Toronto, Windsor, St. Catharines, Hamilton, London, Winnipeg, and Vancouver.

The personnel of the Industrial Production Co-operation Board, composed of representatives of the Department of Reconstruction and Supply and the Department of Labour, was unchanged during the year.

The Advisory Committee to the Board, consisting of employer and employee representatives and representatives of the Department of Labour, continued to function throughout the year.

TABLE 1.—NUMBER OF COMMITTEES AND NUMBER OF WORKERS REPRESENTED ON LABOUR-MANAGEMENT PRODUCTION COMMITTEES IN CANADA, BY INDUSTRIES, AT MARCH 31, 1947

Industry	Number of Labour- Management Production Committees	Number of Workers Covered by Committees
MINING		
Metallic ores.....	11	12,466
Coal.....	29	2,605
Other non-metallic minerals.....	2	1,796
	42	16,867
MANUFACTURING		
Textile products.....	23	9,406
Rubber and its products.....	5	4,763
Pulp, paper and paper products.....	29	21,235
Printing and publishing.....	8	1,592
Lumber and its products.....	17	4,420
Edible plant products.....	22	5,896
Fur and its products.....	1	100
Leather and leather products.....	25	5,194
Edible animal products.....	18	6,360
Iron and its products		
Machinery (other than vehicles).....	11	5,622
Agricultural implements, land vehicles and aircraft.....	22	17,635
Steel shipbuilding and repairing.....	12	11,642
Heating appliances.....	9	4,049
Foundry and machine shop products.....	20	5,143
Other iron and steel products.....	12	8,523
	86	52,614
Non-ferrous metals and their products.....	15	14,186
Non-metallic mineral products.....	9	3,452
Tobacco products.....	1	1,404
Beverages.....	7	3,245
Electric light and power.....	2	1,071
Chemicals and allied products.....	20	5,554
Electrical apparatus.....	17	16,939
Miscellaneous.....	2	163
	307	157,594
CONSTRUCTION	1	300
TRANSPORTATION		
Steam railway.....	103	53,167
Street and electric railways, Air, Forwarding and storage.....	11	7,631
	114	60,798
COMMUNICATION		
Telegraph.....	8	3,426
Telephone.....	32	5,935
	40	9,361
SERVICE	7	2,772
Totals	511	247,692

VI.—THE UNEMPLOYMENT INSURANCE COMMISSION—THE NATIONAL EMPLOYMENT SERVICE

The Unemployment Insurance Commission publishes a report on all activities of the Commission during the fiscal year. The report includes information in detail on the operations of the National Employment Service.

VII.—CANADIAN VOCATIONAL TRAINING

The Training Branch of the Department of Labour is responsible for administering the various vocational training projects known under the general title of Canadian Vocational Training, and authorized by the Vocational Training Co-ordination Act of 1942.

During the fiscal year ending March 31, 1947, Canadian Vocational Training included the following main divisions, all of which were carried on by means of Dominion-Provincial Agreements:

(1) Youth Training, for the training of young persons, including assistance to students;

(2) Supervisory Training for industrial foremen, carried on as a separate appendix to the Youth Training Agreement;

(3) Apprentice Training, for the training of indentured apprentices under the authority and jurisdiction of the Provincial Apprenticeship Acts;

(4) The Re-establishment Training Agreement, including two schedules—Schedule "M" for the training or retraining of civilian workers, and Schedule "L" for the training of discharged members of the Forces;

(5) Vocational Schools Assistance Agreement, to provide Dominion financial assistance to the provinces for the carrying on and development of vocational training on the secondary school level;

(6) The replacement of equipment in provincial and municipal schools seriously depreciated through use in War Emergency Training.

From the inception of Dominion-Provincial Training in 1937 up to March 31, 1947, the gross enrolment has been 861,506.

GROSS ENROLMENT DURING THE YEAR

Youth Training	5,887
Student Aid	2,473
Supervisory Training	27,195
Training of Civilian Workers	65
Apprentice Training	3,441
Training of Discharged Members of the Forces	97,643
Total	<u>136,704</u>

The appropriations administered by the Training Branch during the year 1946-47 were as follows:

Youth Training	\$ 600,000
Apprentice Training	400,000
Vocational Schools Assistance	2,500,000
Vocational School Capital Expenditures	3,000,000
Replacement of Depreciated Equipment	1,250,000
Training of Civilian Workers	1,500,000
Training of Discharged Members of the Forces	13,050,000
Administration	102,757
Advisory Council	5,000
Supervisory Training	50,000
War Emergency Training (Carry-over only)	50,000
Assistance to Universities (Carry-over only)	5,000
Total	<u>\$22,512,757</u>

GENERAL ADMINISTRATION

The year 1946-47 represented the heaviest responsibilities and the largest volume of work since training was first inaugurated, with major importance given to the training of discharged members of the Forces, where the enrolment reached its peak during the earlier months of the year, followed by a decline in the number of applicants and the numbers under training.

The Head Office staff of the Training Branch expanded to reach a peak number of 30, but on March 31, 1947, had declined to a total of 17. The same decentralized method was followed as in previous years, with a Regional Director appointed for each province, with the necessary instructional, supervisory, field staff, office, and maintenance personnel. The numbers on the C.V.T. staff at the end of the fiscal year are shown in Table 12. During the year new appointments as Regional Directors were made in Nova Scotia, New Brunswick, and Quebec.

The Vocational Training Advisory Council continued to advise the Minister with regard to the training program in general. Only one full meeting was held during the year, but individual members of the Council attended Regional Conferences which were held from time to time in different parts of the country. The term of office of the following members of Council expired on December 1: A. Begin, Dr. J. Bruchesi, Mrs. E. D. Hardy, N. C. MacKay, C. B. C. Scott. Of these, Messrs. MacKay and Scott were reappointed for a further term of three years; Mrs. R. J. Marshall, the new President of the National Council of Women, replaced Mrs. E. D. Hardy; Major P. E. Millette, Inspector of Arts and Crafts Schools in the Province of Quebec, replaced Dr. Bruchesi, and Mr. P. Sauvageau replaced Mr. Begin as representative of the Canadian and Catholic Workers Union. The names of the members of Council and the Regional Directors, as of March 31, 1947, are shown in appendices to this report.

The different aspects of the training program are dealt with in the report under separate headings.

YOUTH TRAINING

The amount placed in the Estimates for the fiscal year 1946-47 was \$600,000, which was to provide not only for the 1946-47 Program, but for the commitments incurred in the previous years. This Agreement was in operation in all nine provinces and the distribution of the funds and the amount of Dominion claims paid is given in Table No. 1. As in previous years the expenditures approved under the Agreement were shared equally between the province and the Dominion, and following requests made by the provinces and approval by the Minister of Labour, schedules embodying the different types of projects to be carried on were added to the Agreement. Those eligible were men and women between the ages of 16 and 30. Included among the schedules in all provinces was provision for assistance to students which is described under a separate heading.

The projects carried on were very limited and, apart from the assistance to students, the majority provided for training of various kinds for young persons in rural homemaking, general agricultural courses or specialized agricultural subjects. The list of classes carried on in each province is as follows:

Prince Edward Island

- Carpentry, farm mechanics, blacksmithing—for men.
- Egg Grading—for men and women.
- Rural homecraft and handicrafts—for women.

Nova Scotia

Canning of meats, fruits and vegetables—for women.

Egg grading—for men and women.

Industrial Training—for men and women—at North Sydney, Sydney and Glace Bay.

Classes for fishermen—navigation, marine engines; and one specially related to the fishing industry.

New Brunswick

Rural homecraft and handicrafts—for women—at Sussex and Woodstock.

Agricultural and farm mechanics classes—for men—at St. Joseph, New-castle, Woodstock, Sussex and Edmundston.

Quebec

The following classes were held for women:

Home-service training—Quebec City.

Rural homecraft and handicrafts—4 classes at Upton.

The following classes were held for men and women:

Woodcarving, beekeeping, eggs and poultry, horticulture.

The following classes were held for men:

Fisheries and navigation; dairying, co-operatives and credit unions; rural leadership.

Manitoba

Rural homecraft and handicrafts—for women.

General agricultural classes—for men and women.

Saskatchewan

Two-week courses—for women—in rural homecraft and handicrafts.

Eight-week residence courses for women in housekeeping, dressmaking, poultry, gardening, etc.

About 30 classes—two-week course in general agriculture—for men.

Several six-week agricultural courses—for men.

Five-month course in vocational agriculture at the University of Saskatchewan—for men.

Alberta

Several courses in rural homecraft and housekeeping—for women.

British Columbia

Power sewing machine—for women.

Eight re-make classes in dressmaking—for women.

One course in rural leadership—for men and women.

ASSISTANCE TO STUDENTS

As in previous years, one Schedule of the Youth Training Agreement was devoted to Student Aid and was in effect in all provinces. Those eligible were nurses in training at hospitals, and students in a course leading to a degree at a university, who had good academic standing, but who without financial assistance, could not continue their course. It was left to the province to determine whether this assistance should be given as an outright grant, a loan, or a combination of both. The allotment of the funds and the distribution of the students assisted is shown in Table No. 3. The total number assisted during the fiscal year was approximately the same as for the previous year, but the special section affording assistance to prospective teachers in training at normal schools or special summer courses was deleted for Dominion contribution.

The Special Dominion Student Aid Fund contributed entirely by the Department of Labour, which had been in operation since 1942, was discontinued on March 31, 1946. It is interesting to note that during its operation assistance was given to over one thousand students in Medicine, Dentistry, Engineering and Science. Over \$30,000 was given in grants and approximately \$246,000 in loans. Of this latter amount over \$76,000 had been repaid by April 1, 1947.

SUPERVISORY TRAINING

Prior to the fiscal year 1946-47, all costs of the Supervisory Training Program were borne solely by the Dominion Department of Labour. Effective April 1, 1946, this type of training was carried on only in those provinces—British Columbia, Alberta, Ontario and Quebec—which agreed to co-operate with the Department of Labour by sharing approved costs with the Federal Government on a 50-50 basis. With the reconversion of industry from wartime to peacetime production, and despite the fact that five provinces did not participate in the program, the gross enrolment during the year, of 27,195, compared favourably with years during the war. The suggestion was made and adopted by some provinces that a nominal charge might be made to industries participating in the various training institutes. Statistics on Supervisory Training are given in Table No. 4.

In addition to training supervisors in industry, the Training Branch of the Department of Labour continued to offer Supervisory Training to different departments of the Dominion Civil Service at the request of the Civil Service Commission. About 14 different departments have participated in the training thus offered. This phase of the program was broadened considerably with the introduction of a new course of induction training—Job Orientation Training—and the adaptation of existing courses to meet the specific needs of the Civil Service. In view of the close relationship of this type of training to other phases of the work of the Civil Service Commission arrangements have been completed whereby the Civil Service Commission is taking over the staff of the Supervisory Training Division as of March 31, 1947, and in future this activity will be carried on entirely by the Civil Service Commission.

TRAINING OF DISCHARGED MEMBERS OF THE FORCES

The training of discharged members of the Forces was carried on under Schedule "L" of the Re-Establishment Training Agreement, which came into effect in all the provinces.

As in the previous year, the rehabilitation training of veterans was the major responsibility of Canadian Vocational Training. The spring of 1946 witnessed the peak of total enrolment of veterans. The month of the peak enrolment in each type of training was:

C.V.T. Vocational Schools	April	1946
C.V.T. Pre-Matriculation Schools.....	May	1946
Private Schools	November	1946
Training-on-the-Job	November	1946

After the spring the number under training declined, owing to a decreasing number of applicants and the marked increase in the number who completed their training each month.

The same method of administration was followed as in previous years. The Dominion Department of Labour co-operated with all Provincial Governments, but with the cost of training veterans borne solely by the Dominion, except for certain items of capital equipment, the purchase price of which the province shared equally with the Dominion on the condition that when no longer required

for the training of veterans, such items of equipment became the sole property of the province. A Regional Director was in charge of the training in each province and had the necessary supervisory, field, and office staff, as well as principals, instructors, clerical, and maintenance staff at the different training centres. Subject to the conditions of the general policy governing training, laid down by the Dominion Government, each Regional Director had full authority and discretion to make adaptations and changes in order to meet local conditions which differed from province to province.

Close liaison was maintained by Canadian Vocational Training with the Department of Veterans Affairs and the National Employment Service at the local, regional and national levels. Periodic conferences were held with the officials of the different departments concerned, which proved most valuable in co-ordinating activities and arranging for the orderly entry of veterans into training, their instruction while under training, and their subsequent placement on the completion of the course. During the year the Department of Veterans Affairs declared the date fixing the end of the war, as far as rehabilitation training of veterans was concerned, as of December 31, 1946. This decision means that all former members of the Forces must enter vocational training within 12 months after the date fixed, except in special cases where delay in entry was due to discharge after December 31, 1946, or to disability, hospitalization, or other special individual causes.

ENROLMENT

From the beginning up to March 31, 1947, the total number of veterans enrolled for training was—108,337 men and 10,073 women. The following numbers enrolled in each of the fiscal years:

1943-44, 2,156; 1944-45, 5,970; 1945-46, 48,992; with the balance in 1946-47. Of this total 47,887 had completed training by March 31, 1947, and 31,447 had discontinued training. Of the total enrolments 1.4 per cent were in correspondence courses; 20.9 per cent were training on the job in industry; 13.7 per cent were in private schools; 24.1 per cent were in C.V.T. pre-matriculation schools, and 39.9 per cent were in C.V.T. vocational schools.

The highest percentage of enrolments in Correspondence Courses to the total enrolments was: Saskatchewan 2.2 per cent; Manitoba, 0.8 per cent, and the lowest, Nova Scotia, 0.7 per cent.

In Training-on-the-Job, the highest, P.E.I., 28.8 per cent; Ontario, 22.9 per cent; Quebec, 22.9 per cent, and the lowest, New Brunswick, 11.6 per cent, and Saskatchewan, 12.1 per cent.

In private schools, the highest, Quebec, 17.2 per cent, and Manitoba, 17.1 per cent, and the lowest, Saskatchewan, 10.2 per cent, and Alberta, 10.9 per cent.

In C.V.T. Pre-Matriculation Schools, the highest, Saskatchewan, 36.1 per cent; Alberta, 28.4 per cent; Ontario, 28 per cent, and the lowest, Quebec, 11.4 per cent.

In C.V.T. Vocational Schools, the highest, Nova Scotia, 56.9 per cent; New Brunswick, 52.1 per cent; the lowest, P.E.I., 28.9 per cent; Ontario, 33.6 per cent; Quebec, 36.4 per cent.

New enrolments during the year decreased very sharply during the summer months, but increased again somewhat during the months of autumn and early winter. The number under training at the end of sample months during the year was as follows:

April, 1946, 38,117; July, 1946, 38,777 (peak enrolment); December, 1946, 35,733, and March, 1947, 33,639.

	April to June	July to September	October to December	January to March
The average enrolment of new veterans in each quarter of the fiscal year	6,089	5,116	5,041	4,203
The average monthly total of trainees who completed or discontinued training	5,404	6,103	5,179	4,901

As in the previous year, certain occupations again attracted too high a proportion of the applicants, in view of the best information available as to employment opportunities in those occupations; whereas, for other occupations, particularly plastering, painting, and decorating, as in the previous year, the number of applicants continued to be substantially less than the anticipated demands for the building and construction industry. Through its counselling service and the issuance of occupational bulletins and forecasts, the Department of Veterans Affairs endeavoured to correct this situation, but in spite of counselling, many veterans persisted in enrolling for the trade of their choice.

TRAINING FACILITIES

The earlier months of the year witnessed an expansion in facilities and in the number of classes operated, but as the enrolment declined the trade classes for the same occupation within a provincial area were consolidated in a smaller number of schools and the following training centres were closed: Edmundston and Campbellton in New Brunswick; Val d'Or Mining School in Quebec; Prescott and Kingston in Ontario; Grande Prairie in Alberta; and the Mining and Prospecting Class in British Columbia. During the year 76 special Canadian Vocational Training Centres were operated and, in addition, use was made of about 46 Provincial or Municipal vocational schools and several hundred private trade schools and business colleges in all provinces.

The types of training afforded were approximately the same as those carried on during the previous year, as listed in detail in the Report of Canadian Vocational Training for 1945-46. The length of the course depended on the prior experience, aptitude and ability of the individual trainee and the degree of skill needed to obtain satisfactory employment in each occupation. The average period of training in schools was from six to eight months, but in certain classes, such as watch repair and radio, the normal period was 12 months.

The shortage of housing accommodation again made it necessary for C.V.T. to carry on residential training centres. In addition to those operated in the previous year, centres of this kind were opened at North Sydney and Windsor, N.S. Following the submission of tenders, the catering arrangements as well as the care of the dormitories were awarded to an outside catering firm, with the veterans paying a weekly rate varying from \$8 to \$9, but with a deduction of 25 cents per meal for absence over the week-end.

The reduction in training facilities rendered surplus an increasing number of items of capital equipment. Some of these were acquired by the Provincial Governments by the payment of 50 per cent of the original purchase cost, while the balance were turned back to War Assets Corporation for disposal. In the case of all equipment procured from War Assets Corporation, the Department of Labour paid War Assets for all such purchases, but received no credit or reimbursement for any items turned back to War Assets when they became surplus to training requirements.

Early in 1946 when the number of veterans applying for training was at its peak, fears were expressed in some quarters that C.V.T. would not have enough accommodation in its schools to provide for all the applicants, particularly as it was anticipated at that time there would be a substantial seasonal increase in those applying for training in the fall of the year. Therefore, preliminary steps

were taken to have extra accommodation available in September 1946, if the need should become apparent. This accommodation was to be provided for mainly by arranging a second shift. However, this extra provision was not needed. At the end of February 1946 the waiting list showed 1,825 awaiting entrance to pre-matriculation classes and 5,464 to vocational schools; in May 1,209 and 4,232 respectively; in December 39 and 1,775; at the end of March, 1947, 4 and 1,006. The waiting list for the vocational classes at the end of the year was mainly confined to certain occupations, such as: Barbering, 266; Graphic Arts, 95; Hotel and Restaurant Trades, 102; Photography, 50; Watch Repair, 180; Jewellery Repair, 55.

TRAINING FOR THE BUILDING TRADES

A special effort was made, particularly in the first half of the year, both by personal counsel and by publicity, to call the attention of veterans to the building and construction industry as a future field of employment. The employers and unions were most helpful, and the ratio set for apprentices to journeymen in each trade was temporarily relaxed to permit the employment of additional veterans. The response of the veterans was good; in fact, there was the tendency for too many to come forward for the electrical and plumbing trades; on the other hand the numbers applying for painting, decorating and plastering were small in most provinces.

The normal length of the pre-employment course in the building trades was about 6 months, and generous time credit toward the journeyman's certificate was given by the Provincial Apprenticeship Authorities for those who successfully completed a pre-employment course in C.V.T. schools. The policy was laid down that the training given in these schools should be of a practical nature and cover all features of the trade, with sufficient time for class instruction, so that the veterans might obtain the essential knowledge of any trade theory and related technical instruction.

One of the most interesting features of the training for the building trades was the actual construction of houses. This was carried on in all four Western provinces, and about a dozen houses have been built or are in process of completion. Their sale is restricted to veterans whose names have been put forward by the Canadian Legion, Citizens Rehabilitation Committees and the Department of Veterans Affairs. The final draw to determine the owner of each house is made by an outside organization, usually The Legion. The house is then sold to this veteran for the actual cost of the materials which have entered into its construction. The price varied from about \$2,500 in Alberta to \$4,500 in British Columbia. Some of the houses are built on C.V.T. premises and after completion are moved away to the owner's own property. Others, again, notably in Vancouver, are built right on the site.

These houses are usually five- or six-room bungalows, and are built ready for occupancy, with all plumbing and electrical installations completed, and all plastering and decorating done. In Vancouver, each house has a brick fireplace; furnace and laundry tubs installed in the basement, and a one-car garage built on the premises.

Prior to the commencement of these projects the building contractors and the unions were first consulted, and wholehearted agreement and co-operation were obtained.

The project has provided a number of deserving veterans with well-built homes at a very low cost, and has fulfilled its main objective by giving the veteran trainee the most valuable type of practical training possible.

TRAINING-ON-THE-JOB

As was pointed out in the report for the last fiscal year, training in pre-employment classes is given in only approximately 100 of the many thousands of industrial occupations of all kinds. Training in the other occupations must be obtained on the job. During the year under review, the number of veterans who were training-on-the-job increased rapidly to just over 11,000, at which approximate figure it has remained.

Special publicity in regard to training-on-the-job has been given by means of posters, letters to employers, newspaper articles, and radio programs. It was felt that the advantages of this type of training should be brought to the notice of all employers. Experience with veterans has proved that the large majority of them make excellent employees, and employers have frequently tried to obtain more veterans than were available.

At one time it had been thought that over 50 per cent of the veterans who desired training would be trained on the job. This percentage has never been reached, and at the end of the fiscal year 1946-47 it was only 29 per cent. Two main reasons account for the smaller numbers. The first of these is that most of the men and women who served in the Armed Forces came to look on courses as the surest means of advancement. This idea on their part followed them into civilian life, and quite a number insisted on taking courses when many could have been trained equally well on the job. The other main reason is that employers were somewhat skeptical, in the early stages, as to how the plan would work, as after the first World War the arrangements for training-on-the-job were not entirely satisfactory. However, it quickly became apparent to all concerned that the supervisory organization which had been built up was functioning well.

In the development of training-on-the-job, Canadian Vocational Training has had great assistance from the National Employment Service, Citizens Committees which were organized by the Department of Veterans Affairs, and various Service organizations throughout the country. Although there have been a few instances where employers or veterans have attempted to evade the principles under which training-on-the-job was expected to operate, it can fairly be said that rehabilitation through training and work was carried out in the case of most veterans who were training-on-the-job. Naturally, results varied in different parts of the country because of different degrees of industrial progress. It was not to be expected that there would be the same number of opportunities for training-on-the-job in an agricultural community as there would be in manufacturing centres. However, veterans, both men and women, are being trained in hundreds of different occupations, and many of them are training with small employers.

PRE-MATRICULATION TRAINING

As was to be expected, the number of veterans who were approved for pre-matriculation training decreased steadily throughout the year. A man or woman who intended to go to university after discharge was anxious to enter without any avoidable delay. As a consequence, the number under training at C.V.T. pre-matriculation schools decreased from 10,074 at the end of April, 1946, to 5,394 at the end of March, 1947.

During the year many veterans were accepted for this type of training who had lower educational qualifications than those who first attended the schools. There was also an increase in the amount of academic training given to veterans who required that training as a pre-requisite to entry into certain trades.

The pre-matriculation work was extended in scope during the year under review at the request of officials in various provinces in which university entrance

requirements are Grade 12 only. It was ascertained that in Nova Scotia, New Brunswick, Manitoba, and British Columbia, veterans might have had their education delayed for one whole year because universities were crowded and unable to accept them in the courses which commenced in September, 1946. Canadian Vocational Training undertook to give those students the equivalent of first-year university work, under arrangements with various educational authorities for the use of laboratories and other facilities.

CLOSING OF SCHOOLS

As mentioned earlier in this report, it has been necessary to close certain schools and consolidate a number of courses. This procedure effects economy in operation and also provides for better instruction. Many instructors and teachers in pre-matriculation classes are leaving Canadian Vocational Training, from time to time, in order to accept positions which have a greater prospect of permanence. This means that the best possible use must be made of those teachers who remain.

In order that the actual needs for accommodation could be kept under constant review, frequent reports on the numbers in training and the numbers who are awaiting training are made to Head Office by Regional Directors. In addition, regional meetings were held in the autumn of 1946 in the Maritime Provinces, Western Canada and Ontario. These meetings were attended by officials of the Department of Veterans Affairs and the National Employment Service, which permitted full discussion in regard to training requirements and placement after training.

TRAINING OF WOMEN

All the 50,000 women who served with the Canadian Armed Forces had been demobilized by December 31, 1946, with the exception of a few nursing sisters and dietitians remaining in the Permanent Forces. At the time of discharge, approximately 30 per cent of the group were married and many have married since discharge. About 20 per cent of the women veterans have enrolled for training under Canadian Vocational Training. Of the number so enrolled approximately 11.8 per cent registered in the pre-matriculation classes, five per cent for training-on-the-job in industry, 46.3 per cent in private trade schools and business colleges, and 36.8 per cent in C.V.T. vocational schools. Only 13 women have enrolled in correspondence courses. In the first nine months of the fiscal year there was a steady increase in the number of women enrolled for training.

It is interesting to note that of the women taking training, approximately 85 per cent trained in the following fields: business and commercial courses, dressmaking, hairdressing, nursing assistants, and hotel and restaurant trades. Training-on-the-job was not as popular a choice with the women as with the men, probably because the placement of women in industry presented no particular problem and with few exceptions it has not been difficult through the regular Employment Service Offices to place ex-service women in their chosen field of work in industry, without any training-on-the-job contracts.

The percentage of women under training as compared with men varied greatly from province to province, and as the following figures indicate, the percentage was higher in the West:

Prince Edward Island, 7.1 per cent; Nova Scotia, 5.8 per cent; New Brunswick, 9.1 per cent; Quebec, 8.1 per cent; Ontario, 7.5 per cent; Manitoba, 10.5 per cent; Saskatchewan, 12.5 per cent; Alberta, 12.3 per cent, and British Columbia, 16.1 per cent, with an overall Dominion average of 9.3 per cent.

In each provincial area women supervisors or women's field representatives were on the staff of C.V.T. and were primarily responsible for the organizing of classes for women, the supervision of the training, and the subsequent placement. Close liaison was maintained between the women's representatives in the Department of Veterans Affairs, the National Employment Service and Canadian Vocational Training, so that the women veterans would obtain the highest results in counselling, training, and placement. Very great use was also made of Advisory Committees and of women's organizations throughout the country, particularly in suggesting desirable courses for women and, through women's professional organizations, drawing up an adequate syllabus of training. The experience of C.V.T. and D.V.A. officials is that there has been a noteworthy follow-up by the community in helping the former women members of the Forces meet the transition from Service to civilian life.

The question of employees for household work continued to hold paramount interest with various women's organizations across Canada. Although training centres were opened in some sections, the enrolments have not warranted the continuation of this type of training. The general working conditions were apparently not such as to attract applicants.

The training or retraining of civilian women laid off from gainful employment was commenced during the year in Alberta and Saskatchewan, where courses were given for home service work, nurses' assistants and laboratory technicians, at Calgary, Saskatoon, Regina and Maple Creek.

APPRENTICE TRAINING

Apprenticeship Training Agreements were in operation throughout the year in all provinces, except Prince Edward Island and Quebec. It is gratifying to report that there has been a considerable expansion in this field, particularly for the building and construction industry. Provincial Apprenticeship Boards have been established in each province and Trade Advisory Committees, representing employers and organized labour, have been set up and have performed most useful functions.

In October a conference was held at Ottawa attended by the Provincial Directors of Apprenticeship and the Regional Directors of Canadian Vocational Training. At this Conference information was gained and reports were received as to the progress of apprenticeship training throughout the country. Resolutions were passed favouring uniformity in the length of apprentice training for each trade in all provinces and favouring the general principle of having, as far as local conditions permitted, a uniform syllabus of apprentice training and uniform standards of craft skill in all provinces, in order to facilitate the mutual acceptance of provincial apprentices' or journeymen's certificates and thereby increase the mobility of labour. These resolutions were sent on to all Provincial Ministers of Labour and to the National Joint Conference Board of the Building and Construction Industry to obtain their support. At the Conference arrangements were made whereby the drawing up of a syllabus of training for each of the building and construction and motor vehicle repair trades was assigned to an individual province. When completed the syllabi will be passed on to all other provinces for their comments and suggestions, and it is hoped that ultimately a fair measure of uniformity may be attained in the craft standards in the different trades. A number of these syllabi have been completed and forwarded to the other provinces for criticism and alteration.

There has been a further expansion in the trades designated under the Provincial Acts. The last reports received showed the number in each province to be as follows: British Columbia, 23; Alberta, 13; Saskatchewan, 16; Manitoba, 15; Ontario, 13; New Brunswick, 23; Nova Scotia, 8. Statistics concerning registration and class training of apprentices are given in Table No. 9.

The importance of class training both in practical work and in related technical instruction has been adequately recognized in all provinces. In the Prairie Provinces, Ontario and to a certain extent in British Columbia, this training has been given in full-time classes, lasting from two to three months. In the Maritime Provinces, for the most part, the training has been given in part-time classes for a specified number of hours per week. For the benefit of apprentices in isolated communities where class training is not available, correspondence courses in the trades are provided. There is also provision in all provinces for the payment of weekly allowances to apprentices in full-time class training. The amounts range from \$11 to \$18 per week, depending on the marital status of the trainee and whether he is living away from home or not.

As was to be expected the chief emphasis during the year has been placed on the training of veterans as apprentices, but from the longer range point of view the provision of an annual supply of young apprentices has not been neglected and will become an increasingly important factor as the supply of veterans ceases. The distribution of the veteran-apprentices by occupations has in some respects been out of balance. A great proportion of the number wished to enter the electrical and plumbing trades, while comparatively few have shown an interest in plastering, painting and decorating.

The Dominion Department of Labour bears the entire cost of apprentice training for those veterans who are eligible for such training under Dominion Rehabilitation Legislation and approved for such training by the Department of Veterans Affairs, except for the payment of training allowances which are paid by the Department of Veterans Affairs. For the training of civilians the Department of Labour shares equally with the province in the following expenditures connected with class training: salaries of instructors; cost of materials, supplies, equipment, hand tools; weekly allowances and travelling expenses of apprentices under full-time class instruction; cost of correspondence courses; and under certain conditions and within certain limitations, the provision of premises for class training and certain expenditures connected with meetings of the Trade Advisory Committees.

RETRAINING OF CIVILIAN WORKERS

As indicated in last year's report, agreements had been entered into with the Provinces of British Columbia, Alberta, Saskatchewan and Nova Scotia, for the provision of training for men and women released from gainful employment. In the fiscal year 1946-47, a similar arrangement was reached with New Brunswick.

Those eligible were men and women over 16 years of age, who had been laid off from gainful employment and for whom it was considered a course of training would facilitate their re-entry into employment. All applicants were to be referred by the National Employment Service for training and selected by a committee representing the province and the National Employment Service. Training was not restricted to those in receipt of Unemployment Insurance Benefit, nor to those formerly employed in war industries in the narrower sense of the term.

The division of expenditures incurred was the same as in the previous year, namely the Dominion Government paying the training allowances at a definite weekly scale to all trainees, the province and the Dominion sharing equally in capital expenditures for equipment, and all other approved expenditures shared on the basis of a Dominion contribution of 60 per cent and a provincial contribution of 40 per cent.

The use made of this agreement for training during the past year has been unexpectedly small, as is shown in Table No. 10. The actual special courses

provided were confined to training for fish cutting and processing in Nova Scotia, and to the training of women as laboratory technicians, nurses' aides and home service workers in Alberta and Saskatchewan.

ASSISTANCE TO VOCATIONAL SCHOOLS

Agreements for the provision of financial assistance in the development and carrying on of vocational training on the secondary school level were in operation throughout the year in all provinces. Dominion assistance under this agreement is provided for in three different ways: (a) an annual outright grant of \$10,000 to each province; (b) an annual allotment to each province based on the number of young persons in the province in the age group 15 to 19; and (c) a special Dominion allotment of \$10,000,000 available up to March 31, 1948 for capital expenditures for buildings and equipment. Dominion expenditures under (b) and (c) must be matched by a provincial expenditure of like amount.

The Department has considered that the main purpose of the provisions of the Vocational Training Co-ordination Act 1942 for financial assistance by the Dominion towards vocational training at a secondary school level, was to improve efficiency of existing vocational training and to extend vocational training facilities and training rather than to merely relieve the provinces of a part of their financial responsibility with respect to training facilities and training activities in existence at the time the agreements were entered into. Consequently, the Department has followed the general policy of limiting its approval of vocational projects under (b) to amounts not in excess of the increase in the annual provincial expenditures for such training over the amount expended by the province thereon in the years immediately preceding the effective date of the agreements.

One difficulty in connection with the administration of the agreement and the payments of provincial claims has been that for the most part provincial expenditures are paid in the form of grants to the municipal vocational schools. The basis of payment for these grants differs from province to province, and in the case of some provinces has been drastically altered during the last few years. It is thus difficult, if not impossible, to determine, prior to the end of a fiscal year, what the actual provincial expenditures by way of grants to the municipalities have been, and thus to work out the actual increase in such expenditures over the year 1944-45, which increase in turn determines the amount of Dominion contribution.

The shortage of building materials and supplies has made it impossible for most provinces to submit projects for building new vocational schools or extending the existing ones. A notable exception has been in Quebec, where submissions have been received and approved for the construction of many new arts and crafts schools and the erection of additional wings to a number of existing schools. Projects have also been approved for the erection of new vocational schools in Sydney, Halifax, Edmonton and Calgary. Table No. 11 shows the Dominion payments made and the projects approved during the year for provincial administration; maintenance and operating costs of vocational schools; purchase of equipment and the erection of buildings.

REPLACEMENT OF DEPRECIATED EQUIPMENT IN VOCATIONAL SCHOOLS

During the war emergency, Provincial Governments and Municipal School Boards placed at the disposal of the Minister of Labour, without charge for rent or depreciation, the facilities of many of the shops in the vocational schools. The constant use of these shops for a period of nearly six years, often on a two or three shift basis, resulted in greatly increased acceleration of the depreciation of the vocational equipment.

It was felt that it was only fair that recognition of this fact be made and Dominion funds contributed to assist in the replacement of worn-out equipment. Order in Council P.C. 16, of January 4, 1946, therefore authorized the Minister of Labour to contribute 75 per cent of the cost of replacing depreciated equipment in vocational schools, so far as such items were available from surplus supplies in the hands of War Assets Corporation.

A procedure was worked out and agreed on by which the Provincial Governments would act as agents for their Municipal School Boards in making all purchases from War Assets Corporation. Payment at the outset would be made in full to the Corporation by the province, which would submit a receipted copy of the invoice to the Department of Labour. A cheque for 75 per cent of the amount would then be remitted to the Provincial Government. The Minister of Labour was authorized to approve the maximum amounts which would be contributed to each school for this purpose.

Notification of this was sent to all Provincial Governments in the early spring of 1946. Advice from War Assets Corporation indicated that at that time they would have little equipment available for replacement purposes, owing to the demands made on them both by industry and by the veterans rehabilitation training centres. Action was, therefore, deferred until late in the summer, and the procedure was finally put into effect in October 1946.

Dominion contributions for replacements have been approved amounting to \$255,600, distributed among 51 schools as follows:

Nova Scotia	2 schools	\$ 16,000
New Brunswick	2 schools	17,000
Quebec	11 schools	55,500
Ontario	24 schools	107,500
Manitoba	2 schools	8,000
Saskatchewan	4 schools	17,700
Alberta	2 schools	15,000
British Columbia	4 schools	18,900

Notification to this effect was sent to all Provincial Governments in October 1946, but up to March 31, 1947, few payments have been made and claims have been received only from Quebec and Alberta.

TABLE 1.—YOUTH TRAINING—DOMINION ALLOTMENTS FOR FISCAL YEAR ENDED MARCH 31, 1947, AND CLAIMS PAID TO APRIL 30, 1947

Province	Dominion Allotment	Claims Paid up to April 30, 1947	
		For Previous Years	For 1946-47
	\$	\$ cts.	\$ cts.
Prince Edward Island	13,000	2,925 00	10,662 33
Nova Scotia	35,000	825 89	22,024 00
New Brunswick	47,500	839 24	26,956 95
Quebec	150,000	54,108 82	76,189 97
Ontario	60,000	16,767 50	50,000 00
Manitoba	20,000	120 57	3,167 59
Saskatchewan	35,000	4,858 84	23,227 25
Alberta	50,000	2,595 52	13,207 06
British Columbia	55,000	56 08	36,387 18
Totals	465,500	83,087 46	261,822 33

TABLE 2.—YOUTH TRAINING—ENROLMENTS APRIL 1, 1946 TO MARCH 31, 1947

Enrolments	Prince Edward Island	Nova Scotia	New Brun- swick	Quebec	Ontario	Mani- toba	Saskat- chewan	Alberta	British Colum- bia	Dominion
Totals—Men.....	98	635	204	2,246	235	37	1,019	98	275	4,847
Women.....	69	850	82	1,193	137	27	258	67	830	3,513
ENROLMENTS BY PROJECTS—										
Agricultural and Rural.....	119	930	207	1,896	.....	50	1,164	49	68	4,483
Urban Occupational Courses.....	24	507	1	178	.....	.....	.....	.....	694	1,404
Student Aid.....	24	48	78	1,365	372	14	113	116	343	2,473
Total Days Training.....	5,672	13,744	16,025	49,210	.....	2,733	17,584	1,421	14,675	121,064

TABLE 3.—STUDENT AID APRIL 1, 1946 TO MARCH 31, 1947

Province	Nurses	Medicine	Dentistry	Engineering	Arts and Science	Miscellaneous	PROVINCIAL FUNDS		DOMINION FUNDS	
							Grants	Loans	Grants	Loans
							\$ cts.	\$ cts.	\$ cts.	\$ cts.
Prince Edward Island.....		12	1		7	4	1,087 50	2,325 00	1,087 50	2,325 00
Nova Scotia.....		17	6	18	3	4		6,400 00		6,400 00
New Brunswick.....		38	8	11	16	5		11,625 00		11,625 00
Quebec.....	456	164	38	111	292	304	58,063 50	24,267 50	58,063 50	24,267 50
Ontario.....	3	72	2	73	222		50,000 00		50,000 00	
Manitoba.....	6	1		1	4	2		1,143 25		1,143 25
Saskatchewan.....	27	31	2	16	27	10	8,650 50	5,950 00	8,650 50	5,950 00
Alberta.....	15	26	5	25	13	32	8,117 50	840 00	8,117 50	840 00
British Columbia.....	22	73	16	56	157	19	23,968 50		23,968 50	
Totals.....	529	434	78	311	741	380	149,887 50	52,550 75	149,887 50	52,550 75

Total Students—2,473 Total Disbursements—\$404,876.50

TABLE 4.—SUPERVISORY TRAINING—ENROLMENTS FOR FISCAL YEAR ENDED MARCH 31, 1947, DOMINION ALLOTMENTS FOR THE FISCAL YEAR AND CLAIMS PAID TO APRIL 30, 1947

Province	Job Instructor	Job Relations	Job Methods	Job Safety	Job Orientation	Dominion Allotments	Claims Paid to April 30, 1947
						\$	\$ cts.
Quebec.....	4,836	2,495	1,085	970	671	14,000	9,197 38
Ontario.....	5,565	1,227	1,036	504	2,077	12,000	2,208 74
Alberta.....	577	174	.....	391	252	3,000	706 50
British Columbia.....	1,894	137	91	798	85	2,000	.....
Totals.....	12,872	4,033	2,212	2,663	3,085	31,000	12,112 62

TABLE 5.—TRAINING OF VETERANS—DOMINION ALLOTMENTS FOR THE FISCAL YEAR AND PAYMENTS TO APRIL 30, 1947

Province	Schedule "L"			Payments from Special Fund	
	Allotments	Payments for 1946-1947	Payments for Previous Years	Buildings	Equipment
	\$	\$ cts.	\$ cts.	\$ cts.	\$ cts.
Prince Edward Island.....	60,000	58,615 08	4,502 42	.....	28,465 36
Nova Scotia.....	925,000	836,048 58	81,261 63	107,170 00	176,079 86
New Brunswick.....	675,000	656,901 08	10,472 16	5,765 00	168,461 53
Quebec.....	1,600,000	1,250,829 59	434,675 52	71,768 02	492,363 61
Ontario.....	3,950,000	3,859,768 19	394,961 59	26,021 04	460,608 08
Manitoba.....	610,000	595,801 70	5,882 37	12,982 33	115,969 31
Saskatchewan.....	750,000	648,122 60	39,116 38	13,915 63	183,953 13
Alberta.....	975,000	897,206 48	106,494 58	15,591 94	305,794 82
British Columbia.....	650,000	583,863 03	20,934 23	6,500 00	120,784 08
Totals.....	10,195,000	9,387,156 33	1,098,300 88	259,713 96	2,052,479 78

TABLE 6—TRAINING OF VETERANS—APRIL 1, 1946 TO MARCH 31, 1947
ENROLMENTS

Area	GIVEN TRAINING					Comple- tions, Men and Women	With- drawals Men and Women	UNDER TRAINING—MARCH 31, 1947					
	Corres- pondence	In Industry	Private Schools	C.V.T. Schools				Corres- pondence	In Industry	Private Schools	C.V.T. Schools		
				Voc.	Pre- Matric.						Voc.	Pre- Matric.	
<i>Dominion—</i>													
Men.....	1,571	21,482	8,663	36,078	21,821	41,786	22,218	995	10,935	3,097	10,734	4,995	
Women.....	9	396	3,352	3,162	1,109	.....	.....	4	117	1,180	1,183	399
<i>Prince Edward Island—</i>													
Men.....	7	147	39	183	149	246	82	5	49	22	87	48	
Women.....	.....	1	27	.....	8	.....	.....	.....	.....	18	.....	4
<i>Nova Scotia—</i>													
Men.....	24	602	294	2,497	598	1,548	726	10	242	201	1,131	242	
Women.....	.....	5	176	35	22	.....	.....	.....	1	126	20	6
<i>New Brunswick—</i>													
Men.....	59	453	524	1,950	728	1,503	1,042	47	220	293	579	211	
Women.....	1	11	127	175	38	.....	.....	.....	5	52	95	19
<i>Quebec—</i>													
Men.....	186	3,380	1,880	6,273	1,878	4,012	4,771	149	1,755	771	2,353	387	
Women.....	2	59	595	342	17	.....	.....	2	24	212	162	14
<i>Ontario—</i>													
Men.....	834	10,904	3,650	15,010	10,387	19,470	8,694	444	6,611	1,024	3,723	2,817	
Women.....	4	189	1,098	1,225	430	.....	.....	2	65	344	356	181
<i>Manitoba—</i>													
Men.....	74	2,012	933	2,607	1,955	4,238	1,766	44	718	342	700	301	
Women.....	.....	19	347	220	185	.....	.....	.....	4	112	82	45
<i>Saskatchewan—</i>													
Men.....	155	747	311	2,041	1,996	3,021	1,332	115	259	123	576	293	
Women.....	.....	21	152	300	218	.....	.....	.....	4	32	104	82
<i>Alberta—</i>													
Men.....	141	1,557	432	2,882	2,324	3,637	2,449	106	584	109	756	286	
Women.....	2	60	412	299	92	.....	.....	.....	6	122	124	22
<i>British Columbia—</i>													
Men.....	91	1,680	600	2,635	1,806	4,111	1,356	75	497	212	829	410	
Women.....	.....	31	418	566	99	.....	.....	.....	8	162	240	28

TABLE 7—VETERANS ENROLLED FOR TRAINING FOR CERTAIN OCCUPATIONS TO MARCH 31, 1947

Occupation	C.V.T. Schools	Private Schools	Industry	Occupation	C.V.T. Schools	Private Schools	Industry
Agriculture—Farm Mechanics.....	1,515	209	.....	Motor Mechanics.....	5,187	.....	3,511
Art—Commercial.....	836	526	.....	Mining and Surveying.....	419	.....	.....
Barbers.....	768	406	158	Music and Drama.....	.....	489	.....
Bricklayers.....	1,514	.....	303	Masons, Tilersetters.....	6	.....	59
Business Machines.....	.....	193	.....	Needle Trades.....	376	.....	400
Cabinet Making.....	700	.....	478	Nurses Aides, etc.....	210	113	.....
Carpentry and Woodworking.....	4,430	.....	1,306	Painting.....	827	.....	507
Commercial and Business.....	6,844	8,102	632	Photography.....	222	.....	406
Cooking and Hotel Trades.....	830	.....	.....	Piano Tuning.....	45	.....	.....
Diesels.....	769	5	42	Plastering.....	219	.....	154
Drafting.....	2,137	348	280	Pre-Matriculation.....	27,926	.....	.....
Dressmaking and Designing.....	539	713	21	Printing.....	482	.....	888
Electricians.....	3,989	39	1,168	Plumbing.....	1,895	.....	.....
Electrical Appliances.....	.....	115	274	Radio and Electronics.....	2,360	948	1,270
Engineers, Stationary, Maintenance, etc.....	650	.....	.....	Refrigeration (Air Conditioning).....	543	.....	272
Hairstressing.....	1,237	1,047	37	Sheet Metal.....	948	.....	280
Jewellery Repair.....	63	.....	.....	Shoe Repair.....	525	36	461
Laboratory and X-Ray Technicians.....	49	37	62	Telegraphy.....	361	341	401
Lumbering and Forestry.....	404	159	.....	Upholstering.....	286	.....	66
Machine Shop and Tool Making.....	2,775	6	768	Watch Repair.....	474	.....	345
Merchandising.....	177	.....	1,003	Welding and Blacksmithing.....	1,588	40	471
							248
				Totals.....	75,124	13,872	16,271

TABLE 8—TRAINING OF VETERANS—APPROXIMATE DOMINION EXPENDITURES APRIL 1, 1946 TO MARCH 31, 1947

Province	Machinery and Equipment	Buildings	Materials Supplies and Hand Tools	Instructors and Supervisors	Regional and Field Administration	Other Operating Costs	Revenue	Total Costs	Days Training in C.V.T. Schools	Cost per Day less Bldgs. and Machinery
	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$ cts.
Prince Edward Island.....	25,191	220	25,598	34,541	6,574	5,916	4,249	93,791	18,860	3 63
Nova Scotia.....	165,255	139,225	217,091	345,359	61,506	252,892	23,987	1,157,341	247,715	3 44
New Brunswick.....	137,084	24,719	191,574	285,697	66,131	143,426	6,972	841,659	210,621	3 23
Quebec.....	438,291	89,717	352,748	856,022	215,937	275,300	2,413	2,125,602	815,858	1 96
Ontario.....	533,525	106,002	903,853	2,079,039	305,547	750,453	312,335	4,366,084	2,055,617	1 81
Manitoba.....	92,204	17,789	134,138	354,547	67,691	77,668	11,549	722,488	273,439	2 24
Saskatchewan.....	169,879	18,178	189,340	344,099	67,380	114,894	28,367	845,403	297,747	2 21
Alberta.....	256,096	42,149	214,014	469,873	69,114	191,647	65,482	1,197,411	387,685	2 32
British Columbia.....	101,061	16,076	128,067	325,553	95,266	79,642	18,042	727,623	380,532	1 57
Dominion.....	1,918,586	454,075	2,316,423	5,094,730	975,146	1,891,838	473,396	12,077,402	4,698,074	2 07

Table includes expenditures under Special Fund as well as under Schedule "L".

TABLE 9—APPRENTICE TRAINING AGREEMENT YEAR ENDED MARCH 31, 1947
DOMINION ALLOTMENTS FOR THE FISCAL YEAR AND CLAIMS PAID TO
APRIL 30, 1947

Province	Dominion Allotments	Claims Paid to April 30		Apprentices Registered March 31, 1947	Class Training		
		Previous Years	1946-47		Enrolment	Total Days Training	Total Hrs. Training
	\$	\$ cts.	\$ cts.				
Nova Scotia.....	15,000	456 02	8,039 32	234	205	.....	25,541
New Brunswick.....	10,000	.....	1,842 02	152	230	.....	14,035
Ontario.....	100,000	13,683 23	48,145 92	5,814	612	19,247	.....
Manitoba.....	20,000	32 50	8,362 80	610	428	.....	42,741
Saskatchewan.....	25,000	580 62	21,165 08	366	219	9,623	.....
Alberta.....	25,000	3,123 90	4,407 71	1,136	479	18,229	.....
British Columbia.....	15,000	479 61	9,426 70	1,900	1,268	.....	58,545
Dominion.....	210,000	18,355 88	101,389 55	10,212	3,441	47,099	140,862

No Apprentice Agreement in Prince Edward Island and Quebec.

TABLE 10—RETRAINING OF CIVILIAN WORKERS—SCHEDULE "M"—YEAR ENDED
MARCH 31, 1947—DOMINION ALLOTMENTS FOR THE FISCAL YEAR AND
CLAIMS PAID TO APRIL 30, 1947

Province	Dominion Allotment	Claims Paid to April 30, 1947	Total Enrolled		Total Days Training
			Men	Women	
	\$	\$ cts.			
Nova Scotia.....	70,000	843 38	10	.....	300
New Brunswick.....	55,000	.....	.....	.....	.....
Saskatchewan.....	100,000	3,730 73	1	29	1,645
Alberta.....	100,000	1,764 45	.....	25	1,402
British Columbia.....	100,000	.....	.....	.....	.....
Dominion.....	425,000	6,338 56	11	54	3,347

TABLE 11—VOCATIONAL SCHOOLS ASSISTANCE AGREEMENT YEAR ENDED
MARCH 31, 1947—DOMINION ALLOTMENTS FOR THE FISCAL YEAR AND CLAIMS
PAID AND APPROXIMATE DOMINION CONTRIBUTIONS APPROVED TO
APRIL 30, 1947

Province	Dominion Allotments 1946-47	Claims Paid to April 30		Approximate Dominion Contributions Approved up to April 30, 1947			
		Previous Years	1946-47	Buildings	Equipment	Operation of Schools	Provincial Administration
	\$	\$ cts.	\$ cts.				
Prince Edward Island.....	50,300	40,300 00	45,000 06	73,500	.....	.....	.....
Nova Scotia.....	257,690	22,324 71	28,024 37	540,000	7,128	35,498	14,280
New Brunswick.....	222,600	.....	71,035 99	.....	.....	96,998	16,322
Quebec.....	1,551,220	133,963 78	461,498 47	1,616,500	528,795	868,250	191,000
Ontario.....	1,498,450	579,000 00	589,000 00	.....	.....	1,158,000	.....
Manitoba.....	332,100	.....	.....	.....	.....	.....	.....
Saskatchewan.....	431,360	15,530 32	31,513 71	5,475	35,021	55,543	24,272
Alberta.....	353,860	90,003 21	154,349 75	181,405	108,227	158,045	3,931
British Columbia.....	302,420	70,356 88	107,853 16	.....	33,024	159,988	27,254
Dominion.....	5,000,000	951,478 90	1,488,275 51	2,416,880	712,195	2,532,322	277,059

Contributions approved do not include Dominion Annual Grants of \$10,000 to each Province.

TABLE 12—C.V.T. STAFF AT MARCH 31, 1947

Staff		P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.
1. Principals of Schools (Vocational).....	Full time.	1	2	3	8	14	4	6	7	1
	Part time				1	1				
Principals of Schools (Pre-Matriculation).....	Full time.		1	3	2	6	1		2	2
	Part time					1				
Instructors (Vocational).....	Full time.	10	124	76	196	347	84	114	101	98
	Part time	1	4		154	19	1	1	2	
Instructors (Pre-Matriculation).....	Full time.	1	18	17	20	139	28	30	34	18
	Part time			2	42	35	3		1	1
2. Office and Clerical.....	Full time.	2	28	16	55	99	24	17	21	18
	Part time		1		3	3			1	1
3. Maintenance General.....	Full time.	2	81	26	80	158	21	25	24	20
	Part time	1		1	7	6		4		3
4. Field Representatives.....		3	7	8	34	51	13	7	20	12
	Superintendent of Rehabilitation.....	1	1	1	1	1	1	1	1	1
District Supervisors.....			1	2	8	6	1	2	2	3
	Regional Supervisors (Women).....			1	1	7	1	1		1
Regional Directors.....		1	1	1	1	2	1	1	1	1
5. Miscellaneous Staff.....	Full time.	1				21	4	11	18	2
	Part time					2				
Totals.....		24	269	157	613	918	187	220	235	182

Dominion Total—2805

APPENDIX 1

LIST OF MEMBERS OF VOCATIONAL TRAINING ADVISORY COUNCIL

Chairman—

Dr. G. Fred McNally,
Chancellor of the University of Alberta,
11047-81st Avenue,
Edmonton, Alberta.

J. C. Herwig, Esq.,
General Secretary,
The Canadian Legion of the British Empire
Service League,
Dominion Command,
Ottawa, Ontario.

Members of Council—

P. Sauvageau, Esq.,
Publicity Agent,
The Canadian and Catholic Confederation
of Labour,
Workers' Representative,
113 Champlain Street,
Hull, Quebec.

D. S. Lyons, Esq.,
General Vice-President, International Association of Machinists,
806 Keefer Building,
Montreal, Quebec.

N. C. MacKay, Esq.,
Director of Extension, Department of Agriculture,
Winnipeg, Manitoba.

Major P. A. Milette,
Inspector in Charge of Technical Arts and
Crafts Schools,
Ministry of Social Welfare and of Youth,
Quebec, Quebec.

Miss B. Oxner,
Director of Women's Work,
University of Saskatchewan,
Saskatoon, Saskatchewan.

E. R. Complin, Esq.,
Industrial Relations Manager,
Canadian Industries Limited,
Montreal, Quebec.

Dr. Fletcher Peacock,
Director of Educational Services,
Department of Education,
Fredericton, N.B.

N. S. Dowd, Esq.,
Executive Secretary, Canadian Congress of
Labour,
230 Laurier Avenue, West,
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F. S. Rutherford, Esq.,
Deputy Minister, Department of Education,
Parliament Buildings,
Toronto 2, Ontario.

Lt.-Col. F. T. Fairey,
Deputy Minister, Department of Education,
Victoria, B.C.

R. Seasons, Esq.,
Representative of the Canadian Construction Association,
c/o W. G. Edge Limited,
150 Gloucester Street,
Ottawa, Ontario.

Capt. H. G. Gonthier,
President of the Provincial Command of
the Legion,
St. Lambert, Quebec.

Dr. F. H. Sexton,
Wolfville,
Nova Scotia.

Mrs. R. J. Marshall,
President of the National Council of Women,
11 Glenholme Avenue,
Toronto, Ontario.

C. B. C. Scott, Esq.,
General Personnel Manager,
Massey-Harris Co. Ltd.,
Toronto, Ontario.

APPENDIX 2

LIST OF REGIONAL DIRECTORS OF CANADIAN VOCATIONAL TRAINING

Prince Edward Island—

L. W. Shaw, Esq.,
Director of Education,
Department of Education,
Charlottetown, P.E.I.

Nova Scotia—

R. H. MacCuish, Esq.,
Regional Director, Canadian Vocational
Training,
P.O.B. 752, Halifax, N.S.

New Brunswick—

J. W. McNutt, Esq.,
Regional Director, Canadian Vocational
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380 Queen Street,
Fredericton, N.B.

Quebec—

Lt.-Col. M. Archambault,
A/Regional Director, Canadian Vocational
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132 St. James Street West,
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Ontario—

H. H. Kerr, Esq.,
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Manitoba—

Colonel J. Neish,
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4th Floor, 364 Main Street,
Winnipeg, Manitoba.

Saskatchewan—

W. A. Ross, Esq.,
Regional Director, Canadian Vocational
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Department of Education,
Regina, Saskatchewan.

Alberta—

J. H. Ross, Esq.,
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Hudson's Bay Building, 217-7th Avenue W.,
Calgary, Alberta.

British Columbia—

Henry Hill, Esq.,
Regional Director, Canadian Vocational
Training,
Technical Branch,
Department of Education,
Parliament Buildings,
Victoria, B.C.

VIII.—GOVERNMENT ANNUITIES ACT

The Government Annuities Act (Chapter 7 of the Revised Statutes of Canada, 1927, as amended by Chapter 33 of the Statutes of 1931) authorizes the issue of Government Annuities, it being considered "in the public interest that habits of thrift be promoted and that the people of Canada be encouraged and aided thereto so that provision may be made for old age". Under the Act, the Minister of Labour may contract with any person resident or domiciled in Canada for the sale of a Government Annuity.

A Canadian Government Annuity is a yearly income of not less than \$10 and not more than \$1,200, payable in quarterly instalments (unless otherwise stipulated) for the life of the annuitant or for the lives of joint annuitants with continuation to the survivor, and it may alternatively be paid for a term of years certain, not exceeding twenty years, or for life, whichever period shall be the longer. Annuities may be deferred or immediate. Deferred annuities are for purchase by younger persons desiring to provide for their old age, by monthly, quarterly or yearly premiums or by single premiums. Immediate annuities are for purchase by older persons no longer gainfully employed who wish to obtain immediate incomes in return for their accumulated savings.

Any society or association of persons may contract for the sale to its members, or employers of labour may contract for the sale to their employees, of annuities otherwise purchasable by such member or employees as individuals. In recent years, employers of labour, societies and associations have been turning in increasing numbers to Government Annuities for pensions for their employees and members. Under early retirement annuity agreements, employees were treated as individual annuitants. Later, Group Annuity Contracts were adopted. As developed today, a pension plan is a formal arrangement whereby a fund is built up by contributions made during an employee's working life. The purchase money required may be derived partly from the wages of employees and partly from the employer's contributions. From this fund an annuity is paid to the employee after he retires from work. The terms are set forth in writing and form a contractual agreement between the Canadian Government on the one hand and the employer and employee on the other. As a result of the large number of employees covered under retirement annuity agreements, the business of the Annuities Branch carried on under this method of purchase has become an important part of the total.

The rate of interest at which rates for annuities are calculated is four per cent. and the mortality tables at present in use are the British annuity tables contained in "The Mortality of Annuitants, 1900-1920", published by the Institute of Actuaries and the Faculty of Actuaries in Scotland, known as "a(f) and a (m) tables", with reduction of one year of age.

The Government Annuities Act is administered under the Minister of Labour by the Annuities Branch of the Department of Labour, Ottawa. Annuities are sold by application made directly to the Branch at Ottawa or to any one of the seventy-eight Annuities Representatives located in forty-three communities across Canada. Further particulars may be obtained from these sources or from the nearest Postal Money Order Office.

Financial Statement.—From September 1, 1908, the date of the inception of the Annuities Branch, up to and inclusive of March 31, 1947, the total number of individual contracts and certificates issued was 194,623. Table 1 (A) shows the number of individual contracts and certificates issued and net receipts by

five-year periods to March 31, 1943, and Table 1 (B) gives this information by fiscal years, from 1941 to 1947 inclusive, the number for the fiscal year under review being 43,585. Of these, 13,174 were contracts with individual annuitants and 30,411 were certificates issued under all the group contracts, *i.e.*, additional certificates issued under group contracts previously effective as well as certificates issued during the year 1946-47 under new group contracts. There was a total of 612 group contracts (Table 2) under which, at the date under review, 70,996 registrations were in effect (as compared with 45,360 for the year previous). In addition, 2,339 employees or members had been retired with vested annuities, 754 had died before retirement, and 12,549 had withdrawn following change of employment. Among the contracts issued during the year were 3,644 immediate annuity contracts with an average amount of annuity of \$458.

The total net receipts since September 1, 1908, were \$390,790,519.75, net receipts for the year under review being \$72,009,764.42. These sums represent total receipts less premiums refunded without interest by reason of overpayment or cancellation of application for annuity.

The balance at credit of the annuities fund as of March 31, 1947, is shown in Table 3 to be \$357,161,953. This includes the sum of \$977,069.58 transferred to maintain the reserve.

Of the 194,623 contracts and certificates issued since the inception of the Act, 21,369 were cancelled, leaving in effect 173,254 on March 31, 1947 (Table 4). Annuity payment was being made under 38,754 of these and was deferred under the remaining 134,500. The total amount of annuity payable under vested contracts was \$16,191,058, an average of \$418 per contract. The value of all outstanding annuities was \$357,161,953, of which \$179,969,296 was the value of vested annuities and \$177,192,657 the value of deferred annuities.

Analysis of Vested Annuities.—Tables 5(A) and 5(B) were compiled from data regarding vested contracts (those under which annuity was being paid) in Table 4, in effect on March 31, 1947, exclusive of last survivor contracts. In table 5(A) the number of contracts analysed was 34,397—an increase of 4,659, or 15.8 per cent over the previous year's figure. This number included those under which, the annuitant having died during the guaranteed period, payment of annuity certain was being made. From this Table, which shows the distribution of contracts by *amount of annuity*, it may be seen that 72.9 per cent of the annuities were for amounts under \$600, 16.6 per cent for \$600 but less than \$1,200, and 10.5 per cent for \$1,200 or over (those over \$1,200 having been issued prior to August, 1931). In Table 5(B) the number analysed was 32,959 which included all contracts on existing single lives. The classification was by *sex and age of annuitant* and showed the largest age group to be 60-69 for each sex. The arithmetic average of attained ages under all contracts was unchanged at 66.9 years.

Up to March 31, 1947, six annuitants—two males and four females—had attained the age of one hundred years. At March 31, 1947, only two of these annuitants were still living—one male and one female, both aged 103.

TABLES 1(A) AND 1(B).—NUMBER OF INDIVIDUAL ANNUITY CONTRACTS AND CERTIFICATES ISSUED AND NET RECEIPTS THEREUNDER, BY FIVE-YEAR PERIODS, TO MARCH 31, 1943 (TABLE 1(A)), AND BY FISCAL YEARS 1941-47 INCLUSIVE (TABLE 1(B))

TABLE 1(A)

TABLE 1(B)

Five-Year Period from April 1 to March 31	Individual Contracts and Certificates Issued	Net Receipts	Fiscal Year Ending March 31	Individual Contracts and Certificates Issued	Net Receipts
		\$ cts.			\$ cts.
1908 ¹ -1913.....	3,106	1,737,059 70	1941.....	11,994x	18,803,645 27
1913-1918.....	1,379	1,912,412 51	1942.....	8,593x	19,630,644 58
1918-1923.....	1,162	3,039,186 26	1943.....	9,608x	20,415,365 41
1923-1928.....	3,289	10,742,535 37	1944.....	19,354	26,600,097 75
1928-1933.....	7,458	18,782,856 83	1945.....	15,796	33,076,435 98
1933-1938.....	26,229	78,895,127 50	1946.....	25,538	46,954,535 93
1938-1943.....	47,727	97,040,507 50	1947.....	43,585	72,009,764 42
Totals, omitting items x (included in Table 1(A)).....				194,623	390,790,519 75

¹ From September 1, 1908.

TABLE 2.—CLASSIFICATION OF GROUP CONTRACTS IN EFFECT MARCH 31, 1947, BY SIZE OF GROUP

Size of Group—by Registrations	Number of Group Contracts
Under 100.....	488
100 and under 500.....	92
500 and under 1,000.....	18
1,000 and over.....	14
Total.....	612

TABLE 3.—GOVERNMENT ANNUITIES FUND STATEMENT FOR THE YEAR
ENDING MARCH 31, 1947
FUND

Balance at credit of fund, April 1, 1946.....	\$287,492,656.00
Receipts 1946-47, less payments.....	68,692,227.42
Amount transferred to maintain reserve.....	977,069.58

Balance at credit of fund, March 31, 1947.....	\$357,161,953.00
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LIABILITIES

Value of all outstanding annuities (see Table 4).....	\$357,161,953.00
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RECEIPTS

Immediate annuities.....	21,322,795.69
Deferred annuities.....	51,060,175.89
Interest at 4 per cent to March 31, 1947.....	12,333,806.35
Total	\$ 84,716,777.93

DISBURSEMENTS

Vested annuities.....	\$ 14,844,398.58
Commuted values.....	107,294.30
Premiums returned with interest.....	699,650.47
Premiums returned without interest.....	373,207.16
Total	\$ 16,024,550.51
Receipts, less disbursements 1946-47.....	68,692,227.42
Total	\$ 84,716,777.93

TABLE 4.—VALUATION, MARCH 31, 1947, OF ANNUITY CONTRACTS AND CERTIFICATES ISSUED PURSUANT TO THE GOVERNMENT ANNUITIES ACT AND IN FORCE ON THAT DATE

Classification	Number of Contracts and Certificates	Amount of Annuity	Present Value of Annuities in Force
		\$	\$
VESTED,—			
Males.....	5,551	2,332,140	19,638,257
Females.....	10,967	3,828,226	38,048,604
Males guaranteed.....	7,675	3,791,009	40,972,544
Females guaranteed.....	10,204	4,309,362	55,486,441
Last survivor.....	2,970	1,285,420	16,625,154
Last survivor guaranteed.....	1,387	644,901	9,198,296
Total vested.....	38,754	16,191,058	179,969,296
Deferred contracts and certificates.....	134,500	.....	177,192,657
Totals.....	173,254	.....	357,161,953

TABLE 5.—VESTED ANNUITY CONTRACTS, SINGLE LIFE ONLY, IN EFFECT ON MARCH 31, 1947

(A) BY AMOUNT OF ANNUITY

Amount of Annuity	Number of Contracts	Per Cent	Cumulative Per Cent
Less than \$300.....	16,613	48.3	48.3
\$300 and less than \$600.....	8,470	24.6	72.9
\$600 and less than \$900.....	4,447	13.0	85.9
\$900 and less than \$1,200.....	1,250	3.6	89.5
Exactly \$1,200.....	3,484	10.1	99.6
Over \$1,200.....	133	0.4	100.0
Totals.....	34,397	100.0	.....

(B) BY SEX AND AGE OF ANNUITANT

Age Attained	Male		Female		Total		
	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Number of Contracts	Per Cent	Cumulative Per Cent
Less than 40.....	210	1.7	537	2.6	747	2.3	2.3
40-49.....	396	3.2	907	4.4	1,303	4.0	6.3
50-59.....	1,562	12.6	3,333	16.3	4,895	14.9	21.2
60-69.....	5,312	42.7	7,817	38.1	13,129	39.8	61.0
70-79.....	3,960	31.8	6,040	29.4	10,000	30.3	91.3
80-89.....	930	7.5	1,786	8.7	2,716	8.2	99.5
90 and over.....	61	0.5	108	0.5	169	0.5	100.0
Totals.....	12,431	100.0	20,528	100.0	32,959	100.0	.....

IX.—RESEARCH AND STATISTICS

During most of the year under review the work arising out of the responsibilities of the Department of Labour throughout the period of demobilization and reconversion was continued. In the later months of the year, the work of the Branch began to turn towards meeting some of the more permanent peacetime needs of the Department.

The functions of the Branch include the collection, analysis and publication of statistical and other information on wage rates, strikes and lockouts, collective agreements, labour organization, unemployment among trade union members, fatal industrial accidents, placement operations of the National Employment Service, occupational research, conditions prevailing in the labour market on an industrial and a geographical basis, and employment forecasts. Many special projects were also conducted by the Branch during the year.

Wage Rates and Hours of Labour.—Information concerning wage rates and hours of labour is obtained annually from employers and from labour organizations, and from time to time in connection with strikes and lockouts, arbitration, conciliation and mediation in industrial disputes, preparation of fair wages schedules, etc. Reports from representative employers were requested in 1945 showing the rates of wages for the principal classes of labour in their employ, hours of work per day and per week, particulars of any shift operations, rates of pay for overtime work, Sundays and holidays. At the same time, information regarding other conditions of employment was requested, such as production or incentive bonuses, annual vacation and sick leave with pay.

The Department has published a series of annual reports on *Wages and Hours of Labour* for the years 1921 to 1941 inclusive, as supplements to *The Labour Gazette*. These contained a table of index numbers of rates of wages, as well as tables of wage rates and hours of labour for the main occupations in most industries. No report was issued covering the year 1942 but a table of index numbers covering the period 1901 to 1942 was published in *The Labour Gazette* for December, 1943. The series of annual wage reports was resumed with the publication of Report No. 26 as a supplement to *The Labour Gazette* for June, 1945.

The latest Report No. 28, issued as a supplement to *The Labour Gazette* for February, 1947, contains tables of index numbers of rates of wages for the period 1901 to 1945, as well as tables of rates of wages and of straight time or standard hours of work. Wage rate data are shown for selected occupations in various industries for 1945, with comparative figures in certain tables back to 1939, for Canada and by province or region.

Index numbers, on the base of rates in 1939 as 100, by main industrial groups, as well as by individual industries, are shown in Table No. 1. For the years 1901 to 1945 inclusive, the index numbers for the main groups only are shown in Table No. 2.

The general level of wages in Canada during 1945 was higher than in any previous year in the record, but the advance in 1945 was less than in any other year since 1939. The index covering six main industrial groups was 41·8 per cent higher than in 1939, and 32·5 per cent higher than in 1920, which was the peak year of the inflationary movement following World War I. For the period August, 1939, to December, 1945, the index number of the cost of living advanced 19·1 per cent.

During the period 1939-45, considerable increase in wage rates in all industries was recorded year by year, continuing the advance from the low levels of the depression reached in 1933. From 1939 to 1940, the general index number of wage rates advanced 3.9 per cent; from 1940 to 1941, 8.8 per cent; from 1941 to 1942, 8.3 per cent; from 1942 to 1943, 8.4 per cent; from 1943 to 1944, 3.5 per cent; and from 1944 to 1945, 2.8 per cent.

TABLE 1.—INDEX NUMBERS OF WAGE RATES IN CANADA, BY INDUSTRY, 1939-1945

(Rates in 1939=100)

Industry	1939	1940	1941	1942	1943	1944	1945
Logging	100	104.9	114.0	125.9	143.1	146.1	153.3
Logging, Eastern Canada.....	100	105.9	114.8	124.9	142.0	143.2	151.4
Logging, Western Canada.....	100	101.1	110.8	129.7	147.5	156.8	160.5
Mining	100	102.5	111.2	116.6	123.7	134.8	136.5
Coal mining.....	100	102.1	109.4	113.1	124.8	146.0	146.2
Metal Mining.....	100	102.8	112.2	118.7	123.1	125.2	128.2
Metal mining, Quebec and Ontario	100	103.0	112.2	118.0	121.7	123.7	124.6
Metal mining, Manitoba and Saskatchewan.....	100	101.0	107.8	114.4	121.7	127.4	127.4
Metal mining, British Columbia....	100	102.7	113.7	123.0	128.7	132.1	141.9
Manufacturing	100	104.3	115.2	125.5	136.8*	141.4*	146.5
Primary textile products.....	100	107.5	119.0	127.8	140.4	146.0	151.5
Cotton yarn and cloth.....	100	109.6	123.8	128.1	136.6	139.1	148.7
Woolen yarn and cloth.....	100	107.6	120.1	136.6	152.8	160.3	163.5
Knitting—hosiery, underwear and outerwear.....	100	105.8	112.5	123.6	133.5	146.2	150.3
Rayon yarn and fabric.....	100	106.8	122.9	129.0	141.3	147.0	148.9
Clothing.....	100	105.3	118.0	129.0	139.3	144.3	156.3
Men's and boys' suits and overcoats	100	107.2	117.9	129.8	146.6	151.9	164.1
Work clothing.....	100	106.0	118.2	133.3	140.8	141.0	148.0
Women's and misses' suits and coats	100	101.7	126.9	131.8	134.5	137.5	152.7
Dresses.....	100	106.1	118.8	127.5	133.2	138.9	152.5
Rubber products.....	100	102.1	117.1	127.1	134.4*	139.8*	143.4
Pulp and its products.....	100	104.6	109.5	115.1	120.3	125.7	127.3
Pulp.....	100	108.1	114.4	124.0	128.6	135.3*	136.3
Newsprint.....	100	103.7	107.7	109.6	115.4	119.6	120.9
Paper other than newsprint.....	100	103.4	107.5	113.2	120.1	124.7	126.8
Paper boxes.....	100	102.9	115.5	123.9	128.9	133.1	138.5
Printing and publishing.....	100	101.7	105.8	110.0	113.7*	116.3*	118.5
Newspaper printing.....	100	101.3	105.5	108.3	112.5	116.5	119.1
Job printing and publishing.....	100	101.4	105.9	110.6	113.8	114.9	117.7
Lumber and its products.....	100	104.4	117.7	131.0	142.9*	148.2*	156.1
Sawmill products.....	100	105.0	115.0	130.7	143.8	148.7	157.5
Planing mills, sash, doors, etc.....	100	105.0	120.0	123.7	134.9	139.4	147.2
Furniture.....	100	101.7	125.0	139.0	147.6	154.8	159.5
Edible plant products.....	100	102.9	115.0	122.5	130.0*	134.2*	139.4
Flour.....	100	103.1	113.9	121.5	133.3	135.0	139.2
Bread and cake.....	100	102.9	115.5	123.9	128.9	134.3	139.0
Biscuits.....	100	103.5	114.4	121.8	131.9	135.8	142.0
Confectionery.....	100	101.9	114.5	118.2	130.0	131.8	139.0
Fur products.....	100	105.3	113.7	121.7	127.3	130.5	140.5
Leather and its products.....	100	105.9	122.5	134.8	142.9	145.4	153.5
Leather tanning.....	100	104.5	119.5	133.9	148.9	156.8	167.0
Boots and shoes.....	100	106.2	123.2	135.0	141.7	142.6	150.1
Edible animal products (meat products)	100	103.2	112.7	119.0	135.1	137.3	141.0

Industry	1939	1940	1941	1942	1943	1944	1945
Manufacturing—Concluded—							
Iron and its products.....	100	102.7	112.9	125.6	138.8	142.6	148.2
Crude, rolled and forged products..	100	101.5	108.1	122.2	135.5	143.5	149.1
Foundry and machine shop products	100	104.5	116.0	120.9	137.0	140.8	149.5
Machinery, engines, boilers, tanks, etc.	100	105.0	116.2	129.7	141.7	147.9	147.3
Aircraft.....	100	99.0	109.5	122.7	134.0	138.7	148.7
Shipbuilding (steel ships).....	100	104.9	121.2	132.2	144.4	145.3	145.9
Automobiles, trucks, etc.....	100	100.6	108.6	115.8	122.7	126.3	130.3
Automobile and truck equipment and parts.....	100	103.4	110.2	127.0	145.7	147.1	148.2
Stoves, furnaces, etc.....	100	104.5	115.6	131.0	143.5	149.5	155.4
Agricultural implements.....	100	105.1	117.6	136.7	151.9	155.8	157.5
Tobacco products.....	100	102.8	113.0	120.4	131.5	140.3	140.5
Beverages (brewery products).....	100	103.9	113.3	117.1	121.9	123.5	127.9
Electric current production and distri- bution.....	100	103.3	112.0	120.2	129.6	132.5	134.4
Electrical apparatus and supplies.....	100	105.6	123.2	133.7	149.2*	154.1*	156.8
Construction.....	100	104.5	111.6	118.6	127.7	129.6	131.1
Transportation and Communication.....	100	101.3	109.7	116.4	127.0	128.0	128.8
Transportation.....	100	101.3	110.1	117.0	127.7	128.7	129.2
Water transportation (inland and coastal).....	100	105.2	113.3	125.8	138.8	142.2	144.6
Steam railways.....	100	100.0	109.4	114.8	125.5	125.5	125.5
Electric street railways.....	100	103.9	109.1	115.8	121.2	125.7	126.6
Communication—Telephone.....	100	101.3	106.4	112.0	121.9	122.4	125.6
Service—Laundries.....	100	105.4	110.5	116.5	127.3	128.9	135.4
GENERAL AVERAGE.....	100	103.9	113.1	122.5	133.7*	137.9*	141.8

* Revised.

TABLE 2.—INDEX NUMBERS OF WAGE RATES FOR CERTAIN MAIN GROUPS OF INDUSTRIES IN CANADA, 1901-45

(Rates in 1939=100)

Year	Logging	Coal Mining	Metal Mining	Manufacturing	Construction	Water Transportation	Steam Railways	Electric Railways	Laundries	Telephones	General Average
1901.....	51.4	47.4	61.2	.....	35.3	43.9	33.7	32.8	.....	.....	38.1
1902.....	52.6	48.0	61.6	.....	37.7	44.1	35.2	34.9	.....	.....	40.0
1903.....	53.9	48.9	59.5	.....	39.5	43.9	36.8	36.5	.....	.....	41.4
1904.....	54.6	48.8	58.1	.....	40.9	44.5	37.6	37.5	.....	.....	42.3
1905.....	57.0	49.5	58.7	.....	42.8	44.7	36.5	37.7	.....	.....	43.1
1906.....	59.4	50.1	62.5	.....	45.0	45.5	38.9	39.0	.....	.....	44.9
1907.....	60.3	53.6	61.7	.....	47.0	46.5	39.6	41.8	.....	.....	46.3
1908.....	58.6	54.3	62.6	.....	47.7	47.6	42.2	42.0	.....	.....	47.4
1909.....	61.9	54.5	63.2	.....	48.7	48.3	42.3	41.7	.....	.....	48.3
1910.....	64.0	54.0	62.5	.....	50.9	48.4	44.1	44.0	.....	.....	49.9
1911.....	65.6	55.9	63.1	45.0	52.9	49.1	46.9	45.2	.....	.....	49.2
1912.....	67.7	56.4	66.3	45.8	56.2	50.1	47.9	47.4	.....	.....	50.8
1913.....	68.7	57.3	65.3	47.2	58.6	52.0	49.0	51.3	47.0	.....	52.1
1914.....	64.3	58.4	65.4	48.7	59.1	52.8	49.9	51.8	49.2	.....	52.8
1915.....	61.1	58.7	66.2	50.1	59.4	54.0	49.8	50.2	47.5	.....	53.2
1916.....	73.0	64.0	73.2	54.3	60.0	54.9	51.8	52.5	50.7	.....	56.9
1917.....	95.8	75.0	81.1	60.4	64.4	64.5	61.0	58.8	56.8	.....	65.2
1918.....	110.3	90.5	88.1	69.2	73.8	78.6	77.3	73.3	65.6	.....	76.6
1919.....	127.3	97.8	88.4	85.0	86.8	86.7	90.1	83.8	75.1	.....	90.0
1920.....	142.5	113.3	102.9	102.4	106.0	105.2	108.2	99.7	88.2	92.2	107.0
1921.....	102.2	119.4	95.2	95.4	99.9	96.0	95.9	98.6	97.3	91.8	97.5
1922.....	79.6	113.4	88.0	89.2	95.3	86.7	90.3	94.6	98.2	87.2	91.1
1923.....	93.5	113.4	91.9	92.5	97.5	91.5	91.2	95.6	99.6	88.6	93.6
1924.....	105.9	110.3	92.0	93.2	99.4	90.2	91.2	95.7	99.9	89.0	94.8
1925.....	95.2	96.1	93.3	92.3	99.8	90.4	91.2	96.4	99.0	89.1	93.8
1926.....	95.5	96.0	93.2	92.8	100.9	90.2	91.2	96.7	99.9	89.7	94.4
1927.....	97.7	96.3	93.3	94.1	105.0	91.3	97.1	97.5	100.8	91.4	96.4
1928.....	99.0	96.8	93.2	94.8	108.7	91.9	97.1	99.6	101.6	93.1	97.5
1929.....	98.7	96.8	93.8	95.4	115.8	96.1	100.0	101.9	101.8	94.2	99.2
1930.....	97.5	97.1	93.9	95.5	119.1	97.2	100.0	102.3	102.0	94.7	99.9
1931.....	81.5	97.1	92.6	93.1	114.7	93.0	97.5	101.9	101.5	95.0	96.6
1932.....	67.1	94.1	89.7	87.0	104.5	86.5	90.1	98.1	99.0	88.6	89.7
1933.....	57.4	92.8	88.6	82.9	92.5	81.2	88.0	93.8	97.0	87.9	85.1
1934.....	65.7	93.4	90.9	85.2	90.7	80.5	85.0	93.7	96.1	93.7	85.9
1935.....	73.1	95.0	92.6	87.0	93.6	81.1	90.1	94.3	96.6	93.0	88.4
1936.....	80.9	95.1	94.9	89.1	94.2	82.4	90.1	95.2	97.1	93.8	90.0
1937.....	93.9	95.6	99.1	96.1	96.9	92.0	96.0	97.8	98.3	98.5	96.7
1938.....	101.8	100.0	99.6	99.2	99.2	99.1	100.0	99.4	99.7	99.7	99.6
1939.....	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
1940.....	104.9	102.1	102.8	104.3	104.5	105.2	100.0	103.9	105.4	101.3	103.9
1941.....	114.0	109.4	112.2	115.2	111.6	113.3	109.4	110.5	106.4	113.1	113.1
1942.....	125.9	113.1	118.7	125.5	118.6	125.8	114.8	115.8	116.5	112.0	122.5
1943.....	143.1	124.8	123.1	136.8*	127.7	138.8	125.5	121.2	127.3	121.9	133.7
1944.....	146.1	146.0	125.2	141.4*	129.6	142.2	125.5	125.7	128.9	122.4	137.9
1945.....	153.3	146.2	128.2	146.5	131.1	144.6	125.5	126.6	135.4	125.6	141.8

*Revised.

Much of the wartime increase in wage rates was due to the payment of a cost of living bonus provided for under the wages control policy of the Dominion Government. All such bonuses have been included in the rates published for these years.

Strikes and Lockouts.—In co-operation with the Industrial Relations Branch, the Research and Statistics Branch is responsible for maintaining a record of strikes and lockouts in Canada. Information concerning this record will be found in the chapter of this report dealing with Industrial Relations.

Collective Agreements.—The Department of Labour endeavours to obtain from employers and trade unions copies of all collective labour agreements. Agreements received are recorded by industry and the number of workers affected. Representative agreements are summarized each month in *The Labour Gazette*. Records are also kept and summaries made in *The Labour Gazette* of Orders in Council extending agreements under the Collective Agreements Act of Quebec, and of Orders in Council making binding schedules of wages and hours under the Industrial Standards Acts of certain other provinces. The fourth of a series of analytical and statistical studies on collective agreements, entitled *Collective Agreements in the Coal Mining Industry in Canada, September, 1946*, was published in the December, 1946, issue of *The Labour Gazette*. Inquiries received from officers of the Department, employers, union organizations and others as to various provisions to be found in agreements, many involving research work, were dealt with.

Labour Organization in Canada.—Most of the "local unions" in Canada are branches of trade unions, many of which are organizations having branches both in Canada and the United States. The Canadian locals of these international unions are, in most cases, affiliated with either of two central Canadian bodies, the Trades and Labour Congress of Canada or the Canadian Congress of Labour. As a rule, Canadian locals which are branches of unions affiliated with the American Federation of Labor in the United States are affiliated with the Trades and Labour Congress, while those which are branches of international unions affiliated in the United States with the Congress of Industrial Organizations are affiliated with the Canadian Congress of Labour. An important exception is the case of the Canadian locals of the United Mine Workers of America, which are affiliated with the Canadian Congress of Labour, while the union in the United States is affiliated with the American Federation of Labor. Each of the Canadian Congresses also has a number of purely Canadian organizations affiliated with it, either trade unions with a number of branches in different places or strictly local unions which are directly chartered by them.

Of the international unions not affiliated with either of the Canadian Congresses, the most important are the four railway brotherhoods of engineers, firemen and enginemen, conductors, and trainmen. Most of the other railway unions in Canada are affiliated with the American Federation of Labor in the United States and with the Trades and Labour Congress in Canada, the principal exception being the Canadian Brotherhood of Railway Employees and Other Transport Workers, which is affiliated with the Canadian Congress of Labour.

Other central labour bodies are the Canadian and Catholic Confederation of Labour, with which the National Catholic "federations" or unions in the Province of Quebec are affiliated, and the Canadian Federation of Labour.

At December 31, 1946, the recorded membership of all trade unions in Canada which reported to the Department was 831,697. This figure was 17·0 per cent higher than that of 711,117, for 1945 and was the highest ever reported to the Department.

In addition to statistics supplied by the headquarters of central bodies, national and international unions, all known local unions are requested to supply information on membership. In 1946, out of a known total of 4,635 local branches, 3,846 reported a membership of 701,570.

According to these reports from local branches, which are the only figures received by the Department capable of being broken down by localities, there were 236,729 members in Ontario, 208,546 in Quebec, 99,466 in British Columbia, 38,681 in Manitoba, 33,662 in Alberta, 33,233 in Nova Scotia, 21,756 in Saskatchewan, 18,659 in New Brunswick, and 823 in Prince Edward Island. The remaining 10,015 members belonged to organizations in the Yukon, Northwest Territories and organizations which are not localized.

Montreal headed the list of cities, with 117,095 members, and Toronto was second with 70,757. Next in order of size of reported memberships were Vancouver with 53,582, Winnipeg with 29,869, Windsor with 24,142, Hamilton with 15,608, Quebec with 14,296, Edmonton with 11,804, and Calgary with 9,516. In 1946, there were 49 urban centres with 20 or more locals, as compared with 46 in 1945.

Reports on female membership were received from 1,140 of the 4,635 local unions of all kinds in Canada in 1946. These showed a total of 67,912 women members. In 1945, a total female membership of 59,871 was reported by 1,034 locals.

More complete information is contained in the annual report on *Labour Organization in Canada* published by the Department.

TABLE 3.—UNION MEMBERSHIP AND LOCAL UNIONS IN CANADA,
CLASSIFIED BY AFFILIATION, 1946

Affiliation	No. of Branches	Member- ship
Trades and Labour Congress of Canada.....	2,536	356,121
American Federation of Labor ¹	45	9,513
Canadian Congress of Labour.....	1,087	314,025
Congress of Industrial Organizations ²	8	1,680
Canadian and Catholic Confederation of Labour.....	338	70,367
International Railway Brotherhoods (independent).....	370	37,731
Canadian Federation of Labour ³	6	3,332
Unaffiliated National and International Unions.....	198	34,630
Unaffiliated Local Unions.....	47	4,298
Totals.....	4,635	831,697

¹ These comprise international unions affiliated with the A.F.L. in the United States, the Canadian branches of which are not affiliated with the Trades and Labour Congress of Canada or the Canadian Congress of Labour. The 41 local or federal unions, with 5,680 members, which received their charters directly from the A.F.L. have been included under the Trades and Labour Congress in this table as they are affiliated with that body.

² These comprise international unions affiliated with the C.I.O. in the United States, the Canadian branches of which are not affiliated with the Canadian Congress of Labour.

³ The membership shown is for the affiliated unions which reported their membership to the Department.

TABLE 4.—DISTRIBUTION OF TRADE UNION MEMBERSHIP BY MAIN INDUSTRIAL GROUPS, 1945 AND 1946, AND THE PERCENTAGE CHANGE IN 1946 OVER 1945

Industry	1945		1946		Percentage Change in Membership 1946 over 1945
	Member-ship	Per cent of Total	Member-ship	Per cent of Total	
Mining and quarrying.....	37,193	5.3	41,777	5.0	+12.3
Metals.....	147,909	20.8	164,630	19.8	+11.3
Construction.....	65,569	9.2	63,266	7.6	- 3.5
Light, heat and power.....	8,977	1.3	7,816	0.9	-12.9
Wood and wood products.....	49,259	6.9	76,959	9.3	+56.2
Printing and publishing.....	14,234	2.0	14,960	1.8	+ 5.1
Steam railway transportation.....	127,945	18.0	134,927	16.2	+ 5.5
Other transportation.....	49,991	7.0	57,171	6.9	+14.4
Services.....	76,441	10.7	92,190	11.1	+20.6
Clothing, footwear.....	46,122	6.5	50,533	6.1	+ 9.6
Textiles.....	28,248	4.0	33,382	4.0	+18.2
Foods.....	28,464	4.0	41,749	5.0	+46.7
All other industries.....	30,765	4.3	52,337	6.3	+70.1
Totals.....	711,117	100.0	831,697	100.0	+17.0

Unemployment in Trade Unions.—The Department of Labour receives reports from local trade unions throughout Canada, showing their membership and the number of members unemployed. A calculation is made from these reports to show the percentage of the members who are unemployed. These calculations were commenced on a quarterly basis at the end of 1915. From 1919 to 1943 inclusive, they were compiled on a monthly basis, but since the beginning of 1944 they have been compiled only once each quarter, at the end of March, June, September and December.

Statistics were published quarterly during 1946 in *The Labour Gazette*, and statistics for the end of each quarter in 1946 and the first quarter of 1947, with comparative figures for 1945, 1944 and certain earlier dates, were published in the May, 1947, issue (pages 749-52).

Fatal Industrial Accidents.—The Department continued the compilation of fatalities resulting from accidents to workers during the course of their employment, or arising out of it or resulting from industrial diseases. Figures of such fatalities in the calendar year 1946, classified by industrial groups, province of occurrence and cause, were published quarterly in *The Labour Gazette* and a summary for the calendar year, together with statistical analyses, appeared in the issue for March, 1947 (pages 472-81). As in previous years, information was obtained from the various provincial Workmen's Compensation Boards, other provincial and Dominion authorities, factory inspectors, Departments of Mines, etc., and from newspapers. Supplementary lists of fatalities reported too late for inclusion in previous lists were also given.

The number of fatalities recorded during 1946 was 1,349 as compared with 1,345 (revised figure) for 1945.

In 1946 there was no single accident which caused a relatively large number of fatalities. The most serious was at Port Weller, Ont., on June 29, when a tugboat capsized, resulting in the drowning of six construction workers. Six accidents resulted in each case in the death of four persons, and eight accidents resulted in the death of three persons in each case.

Classification of fatal accidents by causes showed that the largest number, 391, were caused by "moving trains, vehicles, etc.". The fatalities resulting from other classifications of causes were: "falls of persons", 226; "falling objects", 164;

"dangerous substances", 155; "striking against or being struck by objects", 55; "animals", 26; "working machines", 23; "hoisting apparatus", 23; "prime movers", 16; "handling objects", 13; "tools", 4; and "other causes", 253.

The classification of industrial fatalities by province of occurrence showed that the largest number, 563, were in Ontario; 237 occurred in British Columbia; 229 in Quebec; 85 in Alberta; 82 in Nova Scotia; 47 in Saskatchewan; 46 each in New Brunswick and Manitoba; 9 in Prince Edward Island, and 5 in the Yukon and Northwest Territories.

Analysis by industrial groups showed that there were 337 fatal accidents in manufacturing, 232 in transportation and public utilities, 173 in mining, non-ferrous smelting and quarrying, 145 in logging, 130 in construction, 110 in agriculture, 98 in service, 51 in trade, 41 in fishing and trapping, 22 in central electric stations, 3 in finance; 7 were unclassified.

Information concerning fatal industrial accidents in Canada during the first quarter of the year 1947 may be found in the May, 1947, issue of *The Labour Gazette* (pages 766-68).

With regard to non-fatal accidents, certain statistics, compiled from reports from provincial Workmen's Compensation Boards, covering the calendar year 1946 were published in the March, 1947, issue of *The Labour Gazette* (page 482).

Placement Operations of the National Employment Service.—Statistics covering the operations of each of the local offices of the National Employment Service were compiled and tabulated from weekly returns. The reports subsequently issued covered general placement operations, placements of ex-service personnel, reinstatement of ex-service personnel in civil employment, inventories of applications and vacancies by occupations, and special placements of handicapped persons.

Manpower Analysis.—The analysing and interpreting of labour market conditions on national and regional levels and on an industrial basis were further integrated into the administrative needs of the Department. The monthly review, *Canadian Labour Market*, was developed in such a manner as to keep the officials of the Department constantly in touch with current manpower conditions. This work provided basic information for the preparation of regular articles for *The Labour Gazette* on employment conditions, for regular press releases concerning the manpower situation, and for the many day-to-day needs that arose.

A review of the manpower situation in Canada during 1945, and the effect of the termination of the war on employment, was prepared for inclusion in *The Labour Gazette* for April, 1946. A series of articles analysing the nature, extent, causes, and prospects of stabilization of seasonal variations of employment was initiated. The first of these articles, *Seasonal Variations of Employment in the Automobile and Parts Industry*, was published in *The Labour Gazette* for March, 1947.

Employment Forecasts.—Forecasts of employment on a three-month basis and also on a six-month basis were obtained quarterly from approximately four hundred of the largest employers in Canada. These forecasts, in conjunction with supplementary qualitative information, were used by officials of the Department in forecasting labour market conditions.

Occupational Research.—Work during the year was concerned mainly with the preparation of a new occupational code, for the use of the National Employment Service in the classification of applicants and employers' orders. The new system was related more closely to that of the U.S. *Dictionary of Occupational Titles, Part II*. This necessitated a second revision of Technical Handbook No. 1, *Occupational Coding*. A survey carried out in the local offices of the National Employment Service in Toronto and Montreal served as a basis for the

revised occupational classification. Members of the staff assisted in the schools held in all regions of the Unemployment Insurance Commission for the purpose of familiarizing the staff of National Employment Service offices with the new classification.

Progress was made during the year in the revision of occupational wage reporting schedules. The purpose of these schedules is to establish a list of occupations to be used by the Department in obtaining wage rates from employers. Each title is described in sufficient detail to make possible more uniform occupational classification, thus ensuring standardization in occupational reporting of wage rates.

X.—SPECIAL SERVICES

The Labour Gazette.—From its beginning, forty-seven years ago, *The Labour Gazette* has followed the general policy outlined in the initial issue (September, 1900): "*The Labour Gazette* is an official publication by the Dominion Government, under the authority of the Conciliation Act, 1900. It is the Journal of the Department of Labour and is published with a view to the dissemination of accurate statistical and other information relating to labour conditions and kindred subjects".

The years have, of course, brought modifications of form and content of *The Labour Gazette*, which reflect to a considerable degree the expansion of the Department of Labour and the progressive changes that have taken place in labour, industrial and social conditions in Canada especially and in other countries.

As in former years, *The Labour Gazette*, during the fiscal year under review, published records of labour legislation, employment and unemployment, wages and hours of labour, price trends and the cost of living, industrial relations, industrial disputes, conciliation, activities of labour organizations, collective agreements, vocational training activities, rehabilitation of discharged members of the Armed Forces, industrial health and accidents, women in industry, employment and training of youth, the National Employment Service, the activities of the Unemployment Insurance Commission, the provincial Departments of Labour and Workmen's Compensation Boards, and the decisions of the National War Labour Board.

In addition, it contained articles on industrial, social and economic conditions in Great Britain, the United States and other countries, where these had a bearing on conditions in Canada. The proceedings of the International Labour Organization and the World Federation of Trade Unions were reported upon, and informative articles on economic stabilization, post-war reconstruction, social security and related material from other Government departments appeared in some issues.

The average monthly distribution of *The Labour Gazette* during the fiscal year was 18,683 (14,425 in English and 4,258 in French). The average monthly paid circulation was 11,511 (8,444 in English and 3,067 in French). For the calendar year 1945, the average monthly distribution was 17,912, and the average monthly paid circulation was 11,075.

A nominal subscription of 20 cents a year is charged, the purpose being to keep the distribution within the limits of actual demands, rather than to meet the cost of production. In addition to the paid circulation, *The Labour Gazette* is issued free to certain public bodies and institutions, as well as to persons who from time to time supply information required by the Department. The average monthly distribution of complimentary copies was 7,172, of which 5,981 were of the English edition and 1,191 of the French edition.

At the close of each year a limited number of volumes are bound, with a classified index, and sold to subscribers at \$2 a volume.

Information Branch.—Since the establishment of the Information Branch on January 1, 1943, it has been concerned with providing a broad publicity service for the several activities of the Department, including Employment Service and Unemployment Insurance, the Wartime Labour Relations Board (National) and the National War Labour Board. It has been the policy of the Department to keep the public fully informed, not only in regard to the legislation it administers, but also on the operations of the several branches.

The Branch is responsible for the preparation and issue of press releases on all policies and activities of the Department. During the fiscal year under review 460 news releases were issued.

During the year the Department found it necessary to carry out several advertising campaigns to inform the public concerning regulations, labour supply projects, employment of veterans, and similar matters. Newspapers and other publications, radio stations, posters, photographs, films and circular letters were all used extensively by the Information Branch in these advertising campaigns.

Special articles on various departmental activities and operations were provided on request to interested publications. A substantial number of general inquiries on labour and industrial relations were dealt with. Some pamphlets were issued, notably two dealing with veterans' training and re-establishment.

A brief digest of current employment matters, printed in bulletin form, was distributed twice a month to employers and employer groups.

Officers of the Branch regularly co-operated with officers of the National Film Board and of other Departments on interdepartmental information projects, notably that on rehabilitation.

The Department, through a special vote available under this Branch, financially assisted the National Film Board in the operation of its Industrial Circuits, as an exhibition agency of Government films.

On behalf of the Department, this Branch arranged with the National Film Board for the production of a series of four short motion pictures on the subject of industrial accident prevention. These films, which were completed for distribution in 1947, represent the first steps in the implementing of the policy of the Department to contribute to the industrial accident prevention campaign carried out by agencies of Provincial Governments and accident prevention associations.

Arrangements were made by the Branch for a film dealing with apprenticeship in the building trades. This film will be completed by the National Film Board and available for distribution by the end of June, 1947.

Labour Legislation.—Information concerning labour legislation both in Canada and abroad is made available through special publications and through *The Labour Gazette*.

Labour laws enacted in Canada, federal and provincial, are set out in an annual report and are also summarized in *The Labour Gazette* at the close of the legislative sessions. Certain classes of legislation in Canada are the subject of annual publications; comparative articles concerning other laws in Canada and elsewhere are published from time to time. The provisions of International Labour Conventions and Recommendations may be included for comparative purposes. Items of special interest relating to legislative or administrative standards, proposed or actual, in Canada and in other countries, and summaries of legal decisions in labour cases, are also printed in *The Labour Gazette*.

Annual publications issued during the fiscal year 1946-47 include *Labour Legislation in Canada in 1945*; *Workmen's Compensation in Canada*, *A Comparison of Provincial Laws*; and *Provincial Labour Standards Concerning Child Labour, Holidays, Hours of Work, Minimum Wages and Workmen's Compensation*.

A Report on *Labour Legislation in Canada* has been issued annually by the Department since 1915. It contains the text or summary of the Dominion and provincial statutes and statutory orders affecting labour. In 1915, 1920, 1928 and 1937, the Report took the form of a consolidation of all labour laws on the Dominion and provincial statute books at the end of those years. Reports for intervening years and for those after 1937 cover only legislation enacted during the year. The 1946 volume will contain an index to the Reports for 1937-46.

The increased legislative activity which was to be expected after the war is a reflection of the heightened public interest in labour conditions. This interest is shown, too, in the expansion of the correspondence regarding labour laws, in the requests received for certain publications of the Department and for information concerning laws in other countries. Publications particularly in demand were: *Trade Union Law in Canada*; *Labour Legislation in Canada, A Historical Outline of the Principal Dominion and Provincial Labour Laws*; *Legislation Concerning the Employment of Women*; *Outline of Trade Union History*; *Safety in Building*; and *Industrial Lighting*.

The Canadian Association of Administrators of Labour Legislation was formed in May, 1938. The objects of the organization, which consists of all Dominion and Provincial Departments or Boards charged with the administration of any labour law, are to promote higher standards of labour law administration and enforcement, and to bring about greater uniformity in the legislative standards of the provinces through the exchange of information and by annual conference. The provinces pay an annual membership fee of \$25. The Dominion Department of Labour gives the services of the Secretary-Treasurer and bears the cost of reporting and distributing to the members reports of proceedings of the annual conference.

At the six sessions, 1938-43, topics discussed included minimum wages, maximum hours, conditions on Government contract work, accident prevention, factory inspection, trade unions, collective bargaining, industrial disputes, employment of women and children, apprenticeship, annual reports of labour departments, and such wartime policies as the stabilization of wages and the control of labour.

XI.—RE-ESTABLISHMENT OF EX-SERVICE PERSONNEL

Early in the war, the Dominion Government and the Departments most immediately concerned began to formulate plans and to develop facilities to deal with the rehabilitation and re-establishment of members of the Armed Services. These plans and procedures were ready to be put into effect when demobilization commenced.

The chief functions of the Department of Labour in the re-establishment program were to assist ex-service personnel in returning to their former employment, to place them in new employment, or to provide training facilities to enable them to acquire special skills before seeking employment.

In the carrying out of this program the Department of Labour was made responsible for the administration of the Reinstatement in Civil Employment Act, 1942, and of special facilities within the National Employment Service for the placement of ex-service personnel, and for providing vocational and pre-matriculation training. In view of changing conditions and special problems connected with re-establishment, plans and procedures were kept under review and adjustments were made as required.

As the program of the Department of Labour for the re-establishment of ex-service personnel could not be carried out without the assistance of other Government Departments, an interdepartmental Advisory Committee on Rehabilitation and Re-establishment was set up by Order in Council P.C. 4383, of June 20, 1945, for the purpose of considering rehabilitation problems in which two or more Departments were concerned. The Deputy Minister of Labour was appointed Chairman, and the Deputy Minister of Veterans Affairs Vice-Chairman. This Committee continued to function throughout the fiscal year.

The re-establishment of ex-members of Canada's Active Service Force of World War II passed its peak during 1946, and by the end of the fiscal year the first phase of the program of the Department of Labour for the re-establishment of veterans was completed. By that time the majority of those who had served in the Armed Forces had made considerable progress towards re-establishment in civilian life. They had taken up professional careers, had set up in private business, had obtained commercial, industrial or agricultural employment, or they were still availing themselves of training facilities, and were entering upon a period of further adjustment to civilian life.

Statistics for discharges from the Armed Forces and applications for employment support the view that the initial phase of the rehabilitation program had been completed.¹ During March, 1947, discharges from the Armed Forces were only 4,081, and advice from the Armed Forces was to the effect that demobilization was practically complete. Analysis of the numbers registered for employment at National Employment offices at March 31, 1947, showed that of 30,025 ex-servicemen of World War II applying for employment, only 6,852 were new applicants, whereas the remaining 23,173 were persons who had been previously placed in employment subsequent to discharge.

Men discharged from the Armed Forces during the fiscal year totalled approximately 175,000. This figure, however, is not an accurate measurement of re-establishment carried out within the year, as many thousands of veterans

¹ The figures for ex-service personnel registered for employment shown in the section entitled *Veterans Placement Division* include ex-service women and also ex-service personnel of World War I. Discharge figures in that section include women.

discharged during the previous year had accepted employment of a temporary nature only, or had postponed their rehabilitation. Consequently, the number of those seeking rehabilitation during the year was increased to this extent.

At April 1, 1946, a report compiled from returns made by local offices of the National Employment Service showed that 71,301 ex-servicemen of World War II were registered as seeking employment. This was the highest figure for any month after demobilization began. By October, 1946, the number had dropped to 38,197. By January 31, 1947, the number had increased to 53,646, in keeping with the usual seasonal decline in employment, but by March 31, 1947, the number had dropped to 50,095.

The Department of Labour assisted veterans attending universities in obtaining summer employment, and co-operated with the Department of Veterans Affairs in the placement of older veterans in suitable employment.

More complete information on reinstatement, employment and vocational training of ex-service personnel is given below.

Reinstatement Administration.—Provision for the reinstatement in civilian employment of persons discharged from the Armed Forces was made under the War Measures (Civil Employment Reinstatement) Regulations in June, 1941. In 1942, the Reinstatement in Civil Employment Act was passed, and subsequently the Minister of Labour was made responsible for its administration and enforcement.

It became apparent early in 1946 that it was desirable to consolidate the provisions of the Reinstatement in Civil Employment Act, 1942, the Reinstatement Regulations and the three amending Orders in Council, and to give statutory effect to the Order in Council provisions. Accordingly, a consolidating Bill was prepared and, after careful consideration by a Select Committee on Veterans Affairs, was introduced in the House of Commons by the Minister of Labour. On August 31, 1946, it received the Royal Assent, becoming effective as from that date, and is known as The Reinstatement in Civil Employment Act, 1946.

Personnel provided by the Unemployment Insurance Commission perform the actual details of administration of the Act. Reinstatement Officers are stationed in regional offices and in many local offices of the Unemployment Insurance Commission. In addition, Veterans Officers also advise veterans as to their reinstatement rights.

Cases not satisfactorily adjusted at the local or regional level are referred to Head Office for final decision. This procedure guarantees that disposition of every case is as complete and as satisfactory as possible. During the fiscal year, 2,399 cases have been investigated by District Investigators of the Unemployment Insurance Commission.

Employers have not only lived up to the obligations imposed by the Act and Regulations but they have also endeavoured to comply fully with the true spirit of the legislation. Indeed, many of them have gone far beyond the terms of the Act and Regulations in their voluntary effort to ensure that the men and women formerly in their employ have been reinstated in the positions to which they were entitled. The co-operation of employers in this regard cannot be over-emphasized.

In only three instances has it been found necessary to institute proceedings against employers who refused to reinstate their former employees.

Veterans Placement Division.—Approximately 83,000 ex-service men and women were registered for employment in the offices of the National Employment Service at the beginning of the fiscal year.² During the first three months of the

² Discharge figures in this section include both men and women; applications for employment include women and ex-service personnel of both wars. Figures in the introductory section include only ex-service men of World War II.

year, discharges from the Armed Services continued at a fairly high rate, but dropped considerably thereafter. Nevertheless, discharges for the year numbered close to 190,000. Many of those discharged entered the employment field immediately or subsequent to a short period of training. Approximately 57,000 were reinstated in their pre-enlistment occupations.

During the summer months, industrial unrest, shortages of materials and housing difficulties affected employment adversely, making the re-establishment of veterans more difficult. Although large numbers were seeking employment, particularly in areas where unfavourable employment conditions prevailed, Veterans Sections of the National Employment Service were able to report considerable progress in the placement of veterans. The number of applications by veterans for employment fell steadily until October, in which month it reached 45,000. Seasonal decline in employment then caused the number of ex-service personnel registered for employment to rise, and at March 31, 1947, the number was 57,886.

Officers of the National Employment Service took part in the proceedings of a series of conferences arranged by the Department of Veterans Affairs. These conferences, which were held in the larger centres throughout the country during the months of July, August and September, 1946, were designed to stimulate the work of Citizens' Rehabilitation Committees, and to effect closer liaison between the Committees and the government departments with which they worked. Representatives of Citizens' Rehabilitation Committees and officials of provincial governments also attended.

The role of Veterans Sections and of Veterans Officers of the National Employment Service was discussed, and the good relations existing between these and Citizens' Rehabilitation Committees were more firmly established. The effects of channelling applications for out-of-work allowances provided under the Veterans Rehabilitation Act, and the payment of these allowances, through the offices of the National Employment Service, became more apparent during the fiscal year. Extra work was involved and it was necessary to establish even closer liaison with the Department of Veterans Affairs. In September, 1946, wherever possible, ex-service men and women in receipt of out-of-work allowances were re-interviewed and every possible avenue of employment was explored. Following this review, cases which had been long outstanding and which could not be solved by ordinary methods were referred to Review Boards, consisting of representatives of the Department of Veterans Affairs, the National Employment Service, and Canadian Vocational Training. These Review Boards endeavoured to find suitable employment or, where circumstances warranted, arranged for courses of training or other rehabilitation benefits. In cases where ex-service men or women appeared to be drifting with no definite objective, an endeavour was made to have them face their individual problems of rehabilitation more realistically.

Towards the latter part of 1946 a Veterans Employment Adviser from the staff of each regional office was detailed to work on the problem of employment for older veterans. These officials interviewed a large number of applicants in this class and, by working in close co-operation with local officials of the National Employment Service, the Department of Veterans Affairs and the various divisions of the Canadian Corps of Commissionaires, were instrumental in effecting an appreciable reduction in the number of veterans of the war of 1914-18 and of "dual service" veterans registered for employment. Veterans Employment Advisers also served on Department of Veterans Affairs Rehabilitation Review Boards, and did other work of a specialized nature.

National Employment Service Veterans Officers are located in all offices of the National Employment Service except at points where a Rehabilitation Centre of the Department of Veterans Affairs operates. These Veterans Officers have

dealt with applications for employment, for training, and for medical attention, and also with matters relating to the Veterans Land Act, Re-establishment Credits, etc. In addition, they have acted as counsellors, as housing priority inspectors, and have maintained liaison with civilian organizations interested in rehabilitation of veterans.

Close contact was maintained with Canadian Vocational Training throughout the year. Veteran students were interviewed and registered prior to their graduation. Little difficulty has been experienced in placing Canadian Vocational Training graduates in employment in keeping with their training, or in positions which enabled them to obtain training-on-the-job. All local offices of the National Employment Service have been supplied with information concerning Canadian Legion Educational Services which have been taken over by the Department of Veterans Affairs. This information is made available to veterans and they are encouraged to take courses which may lead to further employment opportunities.

As the Armed Forces Discharge Depots were closed and the volume of demobilization decreased, the National Employment Service was able to withdraw personnel who had been stationed in those Depots for the purpose of registering discharges for employment and advising them on discharge matters. This withdrawal was not completed until the close of the fiscal year.

The Special Placements Division of the National Employment Service has worked closely with the Department of Veterans Affairs, and has been successful in placing a large number of handicapped veterans in employment.

There are still a number of ex-service personnel whose rehabilitation cannot be considered complete as they are engaged in employment of a temporary nature. There are also many veterans at present undergoing training. It will be necessary to give special attention to members of both of these groups of veterans for some time.

Vocational Training.—The training of ex-service personnel is an important part of the Re-establishment Program. The particular phases of rehabilitation training which come under the Department of Labour include trade training, either in industry or in vocational schools, and pre-matriculation courses.

Although actual training for which the Department of Labour is responsible is under the Dominion-Provincial Scheme (Canadian Vocational Training), the eligibility of discharged personnel for training, and the length of training to be given, must be approved by the Department of Veterans Affairs. Post-discharge training at university level, and highly specialized training necessary in cases of discharged persons suffering from serious disabilities, is provided by the Department of Veterans Affairs.

The Department of Veterans Affairs has ruled that veterans desiring to take advantage of vocational training facilities must enter upon their training by December 31, 1947, except where discharge took place after December 31, 1946, and in special cases where delay is due to disability, hospitalization, or other individual causes. Such cases are considered as they arise.

A full account of the training of ex-service personnel provided by the Canadian Vocational Training Branch of the Department of Labour is contained in the Chapter entitled "Canadian Vocational Training".

ROYAL COMMISSION ON VETERANS QUALIFICATIONS

The third and final report of the Royal Commission on Veterans Qualifications which was established in April, 1945, was tabled in the House of Commons by the Minister of Labour on June 27, 1946.

The purpose of the Commission was to assist in relating training acquired in the Armed Forces to the standards and specifications recognized in civilian

employment. Prior to demobilization of the Armed Forces it had been recognized that a large percentage of Service men and women would be returning to civilian life, with skills and knowledge acquired while in the Services which would be useful in a civilian occupation. The problem which arose, however, was to make the necessary arrangements with provincial governments so that the veterans would receive full credit in accordance with the knowledge they had gained.

The first task of the Commission was to gather information on the 600 or more Service trades for presentation to provincial governments, trade unions and other bodies concerned with apprenticeship and trade qualifications. In this way the authorities responsible for granting civilian credits to ex-service personnel for experience, skill and knowledge gained while in the Armed Forces were informed as to the nature and degree of such training.

In addition to training in trades, detailed information on all academic courses taken by Service personnel was furnished to the Department of Education in each province, thus enabling credit to be given for matriculation subjects taken while in the Armed Forces.

Arising out of this inquiry, the Commission called attention to the lack of uniformity in the matter of trades and apprenticeship training and standards, and strongly advocated that early action be taken by the provinces to effect uniformity.

XII.—NATIONAL REGISTRATION

The National Registration Regulations, 1940, as established by Order in Council P.C. 3156, of July 12, 1940, and as amended from time to time, were revoked, effective August 15, 1946, by Order in Council P.C. 3449, of August 14, 1946.

National Registration was administered by the Department of National War Services until March, 1942, when the records and staff were transferred to the Department of Labour.

The keeping up-to-date of the records of the general registration, which was held in August, 1940, involved:

1. The registration of persons when they attained the age of sixteen years, and of new arrivals in Canada of sixteen years of age and over; and the registration, when discharged, of members of the Armed Services who were in the Services at the time of general registration;
2. The recording of reported changes of address, names and conjugal condition of registrants; enlistments, discharges and casualties reported by the Armed Services; departures from Canada; and deaths of registrants;
3. The issuing of replacement registration certificates to those whose certificates were lost, destroyed, mutilated or legally surrendered.

At the time of the general registration in August, 1940, the number of persons registered was 7,862,920, of whom 3,979,680 were males and 3,883,240 females. From that time to the termination of National Registration on August 15, 1946, the keeping of the records up-to-date involved changes totalling about 8,000,000.

Many of the preliminary activities in connection with new registrations and changes were carried out by Postmasters, who acted as Deputy Registrars, while Customs officials and R.C.M.P. Security Officers at ports of exit co-operated with the Registration Branch by collecting certificates from departing registrants.

Data yielded by the Registration were used for a variety of purposes, some of which were: the military call-up for the Army; procuring skilled workers for essential industries; indexing technical personnel; listing doctors and nurses; identification of individuals for various purposes; listing foreign nationals of Allied Nations eligible for military service with those nations.

In the four-and-one-half months of the fiscal year 1946-47 during which the Registration was in effect, 101,032 new registrations were recorded. Changes of address numbered 192,310, and the number of marriages reported was 32,405. Replacement registration certificates numbered 243,588.

On the recommendation of the Public Records Committee, the records of National Registration were, at March 31, 1947, being retained.

XIII.—NATIONAL SELECTIVE SERVICE OPERATIONS

(1) CIVILIAN

A detailed account of the development and operation of manpower controls during the war and the immediate postwar period will be found in former Annual Reports of the Department.

Under the authority of the War Measures Act, the responsibility for carrying out the policies of the Government in respect to the utilization of manpower "for the security, defence, peace, order and welfare of Canada and for the efficient prosecution of the war" was vested in the Minister of Labour by Order in Council P.C. 246, January 19, 1943, and amendments thereto, known as the *National Selective Service Civilian Regulations*.

The Minister was authorized to carry out the policies of the Government of Canada with reference to the utilization of manpower in the prosecution of the war by voluntary methods, if practical, and to exercise the powers of compulsion vested in him by the Regulations only when, in his opinion, such action was necessary.

Prior to the end of hostilities, the Government had announced a policy of abolishing manpower controls as soon as the need disappeared, and by the end of December, 1945, only a few controls remained.

On January 1, 1946, the National Emergency Transitional Powers Act, 1945, conferring certain transitional powers on the Governor in Council during the emergency period following the war, came into force. Under this Act, the National Selective Service Civilian Regulations, with the few remaining controls, continued in force until March 31, 1947, when, by Order in Council P.C. 1166, of that date, the Regulations were revoked.

The following controls were continued during the fiscal year under review:

Employers and employees in most lines of industry were required to give seven days' notice of termination of employment before actual separation occurred.

The reporting system remained in effect whereby employers were required to report to the National Employment Service unfilled employment vacancies and the individual engagement of new employees.

Workers unemployed for over seven days, and who were seeking employment, were required to register with the nearest National Employment office.

In connection with the Technical Personnel Regulations, which formed Part III of the National Selective Service Civilian Regulations, the Minister, by public notice, ruled that as of January 1, 1946, it would not be necessary to obtain a permit before the engagement of a technical person, but that notification after the engagement had taken place would be required.

A system of reporting was provided for in the National Employment Service Regulations, 1947, made under the authority of The Unemployment Insurance Act, 1940, by Order in Council P.C. 1118, effective March 31, 1947.

Parts IIIA and IIIB of the Regulations, providing for the protection of the right to benefits under group insurance and medical services plans of persons compulsorily transferred to high priority employment, were revoked by Order in Council P.C. 1878, May 10, 1946, as the purpose of the provisions had been served.

Farm Labour.—Shortages of farm labour were reported during the early part of the season in all sections of Canada, with the exception of the Prairie

Provinces. The situation was as acute as in 1945, and in some areas even more so. There was some improvement later in the season, however, and harvesting requirements were met more easily than had been anticipated.

Dominion agencies co-operated with provincial agencies, aided by local groups, in recruiting and placing workers. As the available labour supply had increased as a result of demobilization and the release of war workers, emphasis was placed on obtaining help locally to meet farm labour requirements.

Early in June, local National Employment Service offices were instructed to carefully screen unemployed persons with a view to obtaining a larger number of suitable workers for farm employment. A publicity campaign, directed at available workers in urban centres, was undertaken, urging them to accept farm employment. In addition, letters were sent by the Deputy Minister to presidents of universities and Ministers of Education throughout Canada during the spring, requesting that an appeal be made to students to help in meeting local farm labour shortages.

Two posters, entitled *The Farm Calls* and *Me for a Farm Job*, were distributed throughout Canada early in the summer. Two newsclips were also prepared and shown in theatres in June and August. Further publicity, on national, regional and local levels, was arranged.

During the summer a farm labour film, entitled *Workers on the Land*, was prepared for the Dominion-Provincial Farm Labour Service. The film, which was favourably received by farm labour officials at initial showings late in 1946, will be released in 1947 to the rural circuits operated by the National Film Board.

As in former years, organized movements of farm labour were arranged as the need arose. Recruiting of workers was carefully supervised to ensure that those taking part in the movements could be spared from their home areas. Special attention was given to the recruiting of unemployed workers in urban centres. In general, more experienced workers were available than in 1945 for movements of farm labour, both interprovincially and between Canada and the United States. As in former years, the railways assisted by providing reduced fares for farm workers travelling within a province, and for interprovincial movements.

The number of workers and harvesting units taking part in the various movements of farm labour during 1946, and comparative figures for the previous year, are shown below.

Type of Movement	Recruiting Areas	Destination	Number of Workers or Harvesting Units	
			1945	1946
Haying and Early Harvesting.....	Prairies.....	Ontario.....	2,000	2,600
Grain Harvesting Units.....	Prairies.....	U.S.A.....	165 ¹	415 ¹
Grain Harvesting Units.....	U.S.A.....	Prairies.....	10 ¹	50 ¹
Grain Harvesting.....	Ontario and Quebec.....	Prairies.....	5,387	3,672
Fruit Picking.....	Alberta and Saskatchewan.....	British Columbia.....	400	610
Fruit and Vegetable Picking.....	Quebec.....	U.S.A.....		700
Potato Harvesting.....	Manitoba.....	U.S.A.....	1,200	1,000
Potato Harvesting.....	Quebec.....	U.S.A.....	4,000	4,750
Tobacco Harvesting.....	U.S.A.....	Ontario and Quebec.....	1,540	2,200

¹ Each unit comprised approximately four workers.

In addition to the above, special movements of workers were arranged for potato and apple picking in the Maritimes. These movements were mainly

intra-provincial and consisted of 1,100 workers for the Annapolis Valley for apple picking, and 600 workers for New Brunswick and 1,000 for Prince Edward Island for potato picking.

In addition, a considerable number of workers moved to special crop areas during the 1946 season at their own expense. This applied particularly to harvesting in the Prairie Provinces, and to apple and potato picking in the Maritime Provinces.

Under the authority of Order in Council P.C. 3112, of July 23, 1946, arrangements were made with the British Government to select and bring to Canada 4,000 Polish veterans for farm work. A Canadian mission proceeded to Italy and 2,876 veterans were selected. These veterans arrived in Canada in November, 1946. Arrangements were made to select the remainder early in 1947.

In order to be eligible for selection and entry into Canada, veterans were required to be single, and not over thirty-five years of age, and capable of meeting the necessary standards as to agricultural experience, physical fitness and security. All veterans selected were required to sign an undertaking that they would remain in agricultural employment for a period of two years, and that they would enter into a farm labour agreement with the farm employer to whom they were assigned.

The British Government assumed responsibility for the transportation of the veterans to Canada. The expense of transportation from the port of entry to distribution centres was borne by the Dominion Department of Labour, and the cost of subsequent transportation to farms, and certain other expenses, were shared under the Dominion-Provincial Farm Labour Agreements.

Applications for the services of the veterans were made in advance through the National Employment Service offices and the provincial agricultural services, and the 2,876 veterans were allocated to the various regions on the basis of the applications, the Maritimes receiving 220, Quebec 246, Ontario 1,233, Prairies 1,077, and the Pacific region 100.

As with other movements of farm labour, arrangements for placement, follow-up work and other local activities were handled by officials of the National Employment Service offices and the Provincial Departments of Agriculture.

To assist the veterans in overcoming language difficulties, they were provided with dictionaries and other language aids, including a list in Polish, English and French of phrases and terms pertaining to life and work on the farm. In a number of areas language courses were arranged.

The Polish veteran project has in the main proved satisfactory. The veterans are rapidly adapting themselves to life on Canadian farms, and the number of requests for their services may be taken as a favourable indication of their ability as farm workers.

Other groups of workers assisted in farming operations during the 1946 season. These included prisoners of war numbering approximately 4,100, who were employed in Alberta, Manitoba, Ontario and Quebec until late in 1946, when all prisoners of war in Canada were returned to Britain. Some 7,200 conscientious objectors were retained in agriculture until August 15, 1946, at which date control over their employment terminated. Canadian Japanese also continued to work on farms, and about 4,300 men and women were thus employed during the season.

The annual Dominion-Provincial Farm Labour Conference of Provincial Directors, Regional Agricultural Employment Advisers, representatives of the Department of Labour, and other officials, was held early in December, 1946. The conference was unanimously in favour of the Dominion Government continuing to work with the provinces in regard to farm labour. While the delegates were unable to state exactly to what extent their respective governments would

participate in the farm labour program for the following year, there was every indication that all the provinces would enter into farm labour agreements for the year 1947-48. By Order in Council P.C. 727, of March 13, 1947, the Minister of Labour was authorized, on behalf of the Dominion Government, to enter into Dominion-Provincial Farm Labour Agreements.

Woods Labour.—The Woods Labour Committee met several times during the year. At an early meeting the labour situation during the 1945-46 season was reviewed, and attention was directed to the outlook for the summer of 1946. Consideration was given to the need for replacing prisoners of war who would be withdrawn from the industry, to advance plans for the 1946-47 publicity campaign, and to the suggestion that the supply of woods labour be augmented through immigration.

In the autumn of 1946 the Prairie Woods Labour Advisory Committee was organized to assist in co-ordinating the recruiting of woodworkers in that region. Membership included representatives of the industry and regional officers of the National Employment Service. Five meetings of the Committee were held during the autumn and spring.

As in former years, a publicity campaign for woods labour was undertaken by the Department in the autumn. This campaign included a news release by the Minister of Labour, a letter from the Deputy Minister of Labour to all woods operators, a newsclip entitled *A Job for You*, which was shown on urban circuits, and two posters, entitled respectively, *You Can Now Get a Job in the Woods and Speaking of Jobs—How About the Woods?* In addition to this national campaign, other publicity, consisting mainly of radio spots and newspaper advertisements, was arranged by regional officers as required.

Farmers were again encouraged to accept employment in the woods in the winter months. The arrangements under the Dominion-Provincial Agreements, whereby members of the field staffs of Provincial Departments of Agriculture assist in recruiting farmers for woods work, continued in effect during the year under review, and this assistance was of much value.

Other sources of labour for woods operations included Canadian Japanese, prisoners of war up to the time of their withdrawal, and postponed conscientious objectors up to August 15, 1946, at which date they were permitted to return to their normal occupations.

Arrangements were again made for the organized movement of woods labour from border areas in the provinces of Quebec and New Brunswick to the New England States during 1946-47. At the beginning of the fiscal year, the quota for Canadian woodworkers to the United States was 6,500 from rural areas and 1,582 from urban centres. Early in June, arrangements were made with the United States Employment Service for the movement across the border of 500 unemployed workers in the Sydney area of Cape Breton for temporary woods work in Maine. Transportation to the border was provided by the Department of Labour. Several meetings were held with officials of the United States Employment Service in connection with this program. During the year the quota was gradually increased, and at the end of the fiscal year the quota was 8,990 for workers from rural areas, and 2,500 for workers from urban centres.

It was considered that the woods labour placements service might be improved if more information on living and working conditions in the woods camps were available. Provincial Ministers of Forests, Health and Labour were consulted on the subject and, although varying opinions on the need for such a survey were held, all gave assurance of their co-operation in any survey which the Dominion Department of Labour might undertake. In order to standardize the information to be obtained from the proposed survey, a form, entitled *Observations of Living and Working Conditions in Woods Camps*, was drawn up to serve as a guide. Arrangements were completed in January for visits to be

made to representative woods camps in the different provinces. A party composed of a representative of the Dominion Department of Labour, the Regional Employment Adviser in Primary Industries, and a member of the Provincial Department of Health or Forests, made several visits. Owing to the spring break-up, visits were completed only in New Brunswick and Quebec.

Manpower in the Fishing Industry.—As an industry, fishing is carried out mainly by individuals or small groups working as units. Labour to meet peak requirements is drawn mainly from local areas where workers of necessary skill or experience have been available in sufficient quantities to meet most demands.

Although labour in fish processing plants continued in relatively short supply, the most pressing requirements were successfully met without the necessity of developing special programs.

Employment of Women.—Adjustment of the labour market to a peacetime basis continued during the year as married women in great numbers withdrew from the labour force, and a large number of single women, upon the completion of demobilization, retraining and placement of ex-servicemen, married and turned to the establishment of homes. Gradually the labour supply became adjusted to the point where controls over the employment of women could be lifted in all occupations except that of nursing.

The shortage of qualified nurses continued to be acute, notwithstanding the return to their profession upon demobilization of a great number of nurses who had served with the Forces, and the continued efforts of the Canadian Nurses Association and the hospitals to recruit additional nurses and to encourage students to enter hospitals for training. In the circumstances, it was deemed expedient to continue the application of the Labour Exit Permit system² to nurses until the system was abolished on February 20, 1947. Although the shortage was still acute the situation was eased to some extent by an increase in the supply of sub-nursing staff, trained through the nurses' aides courses developed under Canadian Vocational Training, in co-operation with the provinces.

There were continued shortages of textile workers, competent stenographers and typists, as well as household workers in both rural and urban areas.

The Home Aide Plan proved effective in the limited number of centres in which it was operated. It was considered to have passed the experimental stage and so, by the end of the year, was recognized as a definite occupation by the National Employment Service.

Day Care of Children.—The agreement with the Ontario Provincial Government, whereby the Dominion Government shared with the Province the cost of providing day care for children was to have terminated on March 31, 1946. At the request of the Province, however, the expiry date was extended to June 30, 1946, to coincide with the closing of the school year, as it was considered that adjustments could be effected more smoothly at that time. In the meantime, the Ontario Provincial Government enacted legislation authorizing the continuation of assistance in providing day care for children, in the same proportion as had existed under the Dominion-Provincial agreement, to any municipality prepared to assume responsibility for the share of expense formerly contributed by the Dominion Government.

Upon the termination of the agreement, equipment and supplies on hand in day care centres in Ontario became the property of the Provincial Government, in accordance with the terms of the agreement.

Bureau of Technical Personnel.—During the fiscal year, the Bureau received 1,209 inquiries for technical personnel, many of them being for more than one

² See section *Labour Exit Permits* in this Chapter.

opening. This figure was exceeded only in the demobilization year 1945-46, during which inquiries, including those specifically reserved for persons leaving the Armed Forces, reached a total of 1,597. The number of individual openings on record remained fairly constant during the year at from 1,000 to 1,100. The number of technical personnel available for reference declined steadily from over 600 to below 200. These figures represent only openings and available persons brought to the attention of the Bureau but they are a good index of relative supply and demand. The most significant shortages were in the following fields: veterinary science, architecture, forestry, civil engineering, mechanical engineering, household science, and chemistry.

In the above figures, no account is taken of the placement of graduates of the class of 1946. Special lists of available employment were prepared from data gathered from prospective employers and made available to the universities. In general, the employment of new graduates offered no problem as these persons left university at a time when so many employers were engaged in rebuilding their engineering and scientific staffs, which had been depleted by war requirements. This rebuilding of staff will not likely be accomplished until the large graduating classes of 1949 and 1950 complete their university training. For example, there are known needs for new graduates in engineering in 1947 amounting to some 2,200, compared with a total graduating class of slightly over 1,100. The figure 2,200 does not include existing vacancies for graduates with some degree of experience.

During the fiscal year, 5,437 technical persons were recorded as entering new employment. Of these, 1,501 were new graduates, 1,076 were persons who had been demobilized from the Armed Forces, and 2,860 changed their employment. During the fiscal year 1945-46, technical persons to the number of 7,055 entered new employment. Most of the decrease, amounting to 1,618 in the fiscal year under review, was due to a drop of 1,089 in the number of ex-service personnel included in the totals, the figures being 2,165 for 1945-46 and 1,076 for 1946-47. The return of technical personnel from the Armed Forces to civilian employment was largely concentrated in the period from September, 1945, to March, 1946. While special attention is still paid to the employment problems of those returning to civil life, the need for this service has largely disappeared.

Permits to engage technical personnel have not been required since January 1, 1946. Employers and others have been co-operative in furnishing information as to new engagements and separations from employment. Free exchange of information between the Bureau and professional groups and graduate bodies has continued. New graduates in the class of 1946 have been registered and technical persons appearing in Orders as retiring from the Armed Forces have been followed up. In this way, a great deal has been done to keep the national records of technical personnel up-to-date. The information so obtained has been useful in meeting the demands which have come to the Bureau for data of various types.

A major project, which has been under way since June, 1946, and which has occupied much of the time of the staff of the Bureau, is a study of employment opportunities for those, many of whom are veterans, who will complete university training between now and the summer of 1951. This survey was initiated following the decision of the Cabinet that such a study should be undertaken by the Department of Labour, through the Bureau of Technical Personnel, assisted by an advisory committee representative of interested departments. The problem had been outlined previously in a submission by the Department of Veterans Affairs, which emphasized the investment represented by government assistance to some 35,000 veterans receiving university training, and pointed out the need for: (a) further authentic counselling information in this field; (b) more definite data as to employment prospects for those who

would graduate in the next few years; and (c) the preparation of a comprehensive representation of future opportunities in professional occupations in Canada for the use of those interested in the general matter of vocational guidance.

To assist in the formulation of procedure, an interdepartmental advisory committee was set up under the chairmanship of the Deputy Minister of Labour, with representatives from the Departments of Veterans Affairs, Reconstruction and Supply, National Health and Welfare, and National Defence, the National Research Council, the Dominion Bureau of Statistics, the Civil Service Commission, and several branches of the Department of Labour. This committee has held a number of meetings, and has made further suggestions for the collection and analysis of the desired information, and for making effective use of the results of the study. A sub-committee has given consideration to the preparation of a report to meet the need outlined in (c) above.

The field work involved in the study, particularly in visiting employers to secure employment forecasts, and other related data, has been the responsibility of the staff of the Bureau, assisted by officers made available by the Department of Labour and by the Executive and Professional Division of the National Employment Service.

In order to supplement and bring up-to-date the substantial volume of vocational information already possessed by the Department of Veterans Affairs, attention was given to certain professions on which further data were required.

The principal objective of the field work undertaken as part of the survey has been the gathering of information on employment. The general plan has been to visit employers for the purpose of discussing future demands that might be expected to occur in the years 1947-51, these being the years in which, on account of veteran enrolments, the graduating classes from Canadian universities will be abnormally large. The universities have submitted their estimates of the numbers expected to graduate during the 1947-51 period, in all types of courses. This makes possible a comparison between potential supply and demand. Good progress has been made in the analysis of returns from some 1,500 employers covering every field of university training.

Employment for students has received careful attention. Both in the course of the survey and in other contacts with employers, the importance of adequate opportunities for vacation employment of university undergraduates has been stressed. In the minds of students, the objective is often simply a matter of earning some money. Efforts have been made to emphasize two other aspects of equal or greater importance: the need for training, which in some courses is a definite requirement of the curriculum, and which in every case is of value both to the student and to his future employer; and the contribution that vacation employment may make towards solving the employment problem that will face each student on graduation. Vacation employment may provide more effective orientation of the student in regard to his career. In some cases actual location of a definite position upon graduation may result.

In previous years, a systematic canvass was conducted by the Bureau to locate openings for both undergraduates and new graduates in engineering and science. Late in 1946, it was decided that this program should be expanded to cover all types of university training, and to take advantage of all appropriate agencies of the Department of Labour, and particularly of the Executive and Professional Division of the National Employment Service.

In addition to various forms of general publicity undertaken, some 5,500 employers were circularized and given an opportunity to record their estimates of openings for students in 1947. Special attention was drawn to the presence of many thousands of veterans at the universities but the program was kept broad enough to include the younger student body. Complete results will not be known until some time after the end of the fiscal year under review but there is already evidence that the campaign was fully justified.

The Bureau has maintained its close connection with the Canadian Committee on Counselling in Science and Engineering. This Committee, which was set up by the three national Institutes—Engineering, Mining and Chemical—has held its meetings in the offices of the Bureau and has been assisted in every way possible. Reports received from various centres indicate that the volume and usefulness of counselling is increasing. Officers of the Bureau have been available as counsellors, when required, to advise individual students or prospective students. Material has been furnished on request to persons participating in the counselling program.

The Advisory Board of the Bureau continued to function during the year.

As of March 31, 1947, the Bureau's regional offices were closed and employment operations involving technical personnel in the field were made the sole responsibility of the Executive and Professional Division of the National Employment Service. The Bureau in Ottawa continues to be responsible for the national roster of scientific personnel and related activities. It also acts in an advisory capacity in connection with field operations.

The major operations of the Bureau for the fiscal year are shown below.

Number of inquiries received from employers.....	1,209
Names (with individual records) referred to employers	7,048
Number of technical personnel recorded as entering new employment.....	5,437
Personal interviews.....	8,234
Questionnaires returned.....	2,066

Labour Exit Permits.—The Labour Exit Permit Regulations came into effect under the authority of Orders in Council P.C. 9011, dated October 1, 1942, and P.C. 246, dated January 19, 1943. The Regulations served as a means of control to prevent loss of manpower and to prohibit residents of Canada from emigrating for the purpose of seeking or entering employment outside of Canada.

Persons leaving Canada for the United States on brief visits were not, in general, affected by the Regulations, and Labour Exit Permits of limited duration were issued to special groups of border exchange workers.

Approximately 23,300 applications for Labour Exit Permits were considered during the fiscal year and about 22,650 Permits were issued.

All persons with overseas service were granted Labour Exit Permits upon application. Local officers were authorized to grant applications of persons other than doctors, dentists, nurses, technical personnel, and skilled construction tradesmen.

In April, 1946, persons leaving Canada to proceed to Europe were relieved of the necessity of obtaining Labour Exit Permits.

With the cessation of hostilities and the discharge of Service personnel, the need for continuing in effect the Labour Exit Permit system no longer existed and, by Order in Council P.C. 657, dated February 20, 1947, Part IV of the National Selective Service Civilian Regulations, relating to Labour Exit Permits, was revoked.

Alternative Service (Conscientious Objectors).—During the fiscal year, and in line with the rapid demobilization of the Armed Service personnel, there was a general relaxation of the regulations governing postponed conscientious objectors.

In May, the number of Alternative Service Work Camps was reduced to four, and the number of conscientious objectors in camps was also reduced owing to the fact that many chose to go into agricultural employment under the regulations announced by the Minister of Labour on March 25, 1946.

Effective July 15, by Ministerial Order, all Alternative Service Work Camps were closed, and the eighty-one postponed conscientious objectors therein were granted an indefinite leave of absence from these camps. The status of the men concerned, however, was not altered at that time.

On July 23, Order in Council P.C. 3030, dated July 18, 1946, was tabled in the House of Commons, and provided that effective August 15, 1946, control over postponed conscientious objectors for alternative service would end. This Order in Council amended the National Selective Service Civilian Regulations (P.C. 2796, April 24, 1945), by revoking Part IIA and Subsection (3) of Section 608.

On August 15, the 10,871 postponed conscientious objectors concerned were released from all obligations under the regulations governing men of their status.

Under an arrangement whereby a portion of the earnings of certain postponed conscientious objectors accrued to the Canadian Red Cross, the sum of \$53,694.29 was paid by these conscientious objectors from the beginning of the fiscal year to August 15 in the same year. The total payment to the Canadian Red Cross by postponed conscientious objectors from the beginning of Alternative Service to the revocation of the Regulations was \$2,359,293.55.

Prisoners of War.—Order in Council P.C. 2326, May 10, 1943, authorized the Minister of Labour to utilize the services of prisoners of war in agriculture and other labour projects. A consolidating Order in Council, P.C. 6495, August 18, 1944, replaced Orders in Council previously issued relating to the employment of prisoners of war. As Canada is a party to the Prisoners of War Convention concluded at Geneva in 1929, the conditions of employment, rates of pay, etc., conformed to the terms of the Convention and to British practices in this regard.

Projects outside internment camps were under the direction of the Department of Labour, acting in co-operation with the Department of National Defence.

Considerations of security and administration largely determined the selection of prisoners of war for employment, as well as the type and the location of labour projects.

The Department of National Defence supplied the prisoners of war to the Department of Labour and was responsible for the security of prisoners and their discipline. The type of work, the location of the project, and the accommodation provided by the employer were subject to the approval of the Department of Labour, which was also responsible for the welfare of the prisoners while on the projects, exercising continuous supervision over all activities of labour projects, through inspection officers and other staff personnel.

Employers paid to the Department of Labour a fixed rate for the services of prisoners of war, this rate being based upon wages paid in the area for similar work.

During the first part of the fiscal year 1946-47, labour projects utilizing the services of prisoners of war contracted, arising from the decision to return to the United Kingdom all prisoners of war progressively and as quickly as transportation became available. By the end of 1946 all prisoners of war had left Canada.

In order to minimize the dislocation of plans for operations laid down by various employers, particularly those of employers utilizing the services of prisoners of war in the cutting of logs and pulpwood, it was necessary to arrange with employers and the Department of National Defence a program of progressive withdrawal. At the time withdrawals were commenced there were 10,494 prisoners of war at work on various labour projects in the Provinces of Alberta, Manitoba, Ontario, and a few in the Province of Quebec.

Withdrawal commenced in April, 1946, and continued until completion of the movement to internment camps was effected, around the middle of June of the same year.

Prior to the final concentration of prisoners, many representations were received by the Department for the retention of a number of prisoners of war for sugar beet and other farm labour. After a careful analysis of the situation, the United Kingdom authorities were requested to leave in Canada some 4,000 prisoners of war who were experienced in this type of work. Permission was granted to retain 4,000 prisoners of war for these purposes. This number increased slightly at times—the highest being 4,196—owing to the discharge of hospital cases which were not included in the various repatriation movements. Although this number was insufficient to meet the requirements it greatly assisted in filling a gap that otherwise would have meant a serious shortage of farm labour. The majority of prisoners of war retained were employed in Alberta, Manitoba and Ontario, and a relatively small number in the Province of Quebec. Fortunately, the Department was able to arrange for the re-opening of hostels at vantage points to assist in the distribution of those prisoners of war who were being retained temporarily in Canada for sugar beet projects and other farm employment.

When it became known that a certain number of prisoners of war were being retained for these specific purposes, strong representations were made by lumbermen, brick manufacturers and others for the retention of a further number. All the remaining prisoners of war, however, had by that time been returned to the United Kingdom.

Reports received indicated that the conduct and work of prisoners of war throughout the 1946 season were excellent. The figures available showed that good results were obtained from the utilization of the services of prisoners of war, although their contribution was not as large as it was in 1944 or in 1945 owing to the smaller number employed and the reduction in the number of labour projects in operation.

It is impossible to estimate the amount or value of the general crops saved and harvested by prisoners of war, although these activities occupied at least one-half of the man work days of prisoners of war during the 1946 season. It was possible, however, to ascertain the amount of sugar which could be credited to prisoner of war labour. The figures are as follows:

Alberta	10,870,272 lbs.
Manitoba	8,320,000 lbs.
Ontario	6,611,000 lbs.

The following figures covering operations from the inception of Labour Projects in 1943 until their ultimate closing are of interest:

Year	Total Receipts	Total Disbursements
1943-44	\$ 252,013.31	\$ 166,552.36
1944-45	3,835,088.42	3,209,406.51
1945-46	7,450,609.99	5,197,948.91
1946-47	1,197,347.40	399,704.72

The operating surplus for the fiscal year 1946-47 was not as large as it was in the year 1945-46 owing to the greatly reduced number of prisoners of war available for employment. There is, in addition, a balance of from \$10,000 to \$15,000 to come in from the various Provincial Agricultural Departments, being past due collections.

Within the fiscal year the sum of \$350,000 was turned over to the Department of National Defence to defray any extraordinary expenditures incurred in connection with the retention of prisoners of war for employment in agriculture, together with an additional amount of \$250,000 for general assistance.

The operating surplus derived from prisoner of war labour projects, less amounts transferred to the Department of National Defence to apply against prisoner of war administrative costs, has been paid into the Consolidated Revenue Fund.

A review of the utilization of the services of prisoners of war on various farm labour and industrial projects indicates that prisoners of war aided substantially in narrowing the gap between labour demand and supply in agriculture and other essential industries, such as logging and lumbering operations. In the initial stages some difficulties were experienced in reconciling measures considered necessary for the purposes of security with the economic use of prisoners of war on labour projects but, with the assistance and co-operation of the Department of National Defence, these difficulties were overcome. Prisoners of war employed on labour projects were under district discipline but they were dealt with fairly. That employers were satisfied with the results achieved was proved by the representations made to the Department by employers for the retention of prisoners of war in Canada for a further period of time. A large number of prisoners of war expressed the desire to remain in this country with a view to becoming Canadian citizens but, as stated above, all prisoners of war were returned to the United Kingdom by the end of December, 1946.

(2) MOBILIZATION

The National Selective Service Mobilization Regulations, 1944, as amended from time to time, were revoked as from August 15, 1946, by Order in Council P.C. 3449, of August 14, 1946, and mobilization operations during the fiscal year consisted only of winding-up activities.

The Order in Council revoking the Regulations annulled every offence committed against the Regulations in respect of which no penalty or punishment had been imposed before August 15, 1946, and provided that on or after that date no legal proceedings were to be instituted or continued in respect of any offence against the Regulations.

Of a total of 1,859,811 men dealt with under Mobilization Regulations, the number of men who had not been located by August 15, 1946, had been reduced to 6,553. It is estimated that of these 6,553 men, 1,563 were delinquents, the remainder being men who had left the country, who had died, who had registered more than once under assumed names, or who were in other unusual categories. Men not located and considered delinquent under the Regulations, therefore, represented only one-twelfth of one per cent of the total of 1,859,811.

(3) INDUSTRIAL SELECTION AND RELEASE PLAN

The Industrial Selection and Release Plan was established by Order in Council P.C. 3683, of May 24, 1945, for the purpose of speeding up the release from the Armed Forces of men having special skills or experience, to fill key positions in industries vital to the effective prosecution of the war and the expeditious reconversion to peacetime production. The Order provided for the setting up of a Board and Committees for the purpose of considering applications for the discharge or release of such men. This policy was later applied to the release of Service personnel for civilian employment with the Government of Canada, and certain government commissions or agencies, by Order in Council P.C. 4644, of June 28, 1945.

As a result of the accelerated demobilization program and the large number of men discharged from the Armed Forces, the need for continuing the Industrial Selection and Release Plan no longer existed and, therefore, it was terminated on May 31, 1946, by Order in Council P.C. 2093, of May 28, 1946.

During the operation of the Plan, 35,469 applications for release were recommended by the Board and the various committees, and 6,623 were rejected.

XIV.—RE-ESTABLISHMENT OF JAPANESE IN CANADA

During the year ending March 31, 1947, the number of persons of Japanese origin in Canada decreased from 24,177 to 20,645. Of these 20,645 persons, 66·2 per cent were Canadian-born, 12·4 per cent were naturalized Canadians, and 21·4 per cent were Japanese Nationals.

REPATRIATION

Between May and December, 1946, five ships sailed from Vancouver to Japan carrying 3,964 persons of Japanese origin. These were adults who had volunteered to return from Canada to Japan, with their dependents. They received free transportation furnished by the Canadian Government. The Government also undertook to forward to them in Japan the proceeds of any property they owned in Canada, as well as providing free transportation for their personal effects. They were also provided with amounts sufficient to bring their funds to a minimum of \$200 per adult and \$50 per child, where they did not already possess these amounts.

The Privy Council, in July, 1946, heard an appeal by the Co-operative Committee on Japanese Canadians against the judgment of the Supreme Court of Canada upon Orders in Council P.C. 7355, P.C. 7356, and P.C. 7357, all dated December 15, 1945, dealing with deportation and denaturalization of Japanese who in 1945 had signed declarations asking repatriation. The Privy Council's decision of December 2, 1946, held the Orders in Council to be *intra vires* in whole. By Orders in Council P.C. 268 and P.C. 269 of January 23, 1947, however, the Government revoked P.C. 7356 and P.C. 7357 and the clauses of P.C. 7355 authorizing deportation of Japanese, leaving in effect only the clauses of the last Order which authorize Government assistance to voluntary repatriates.

RE-ESTABLISHMENT

At the beginning of the fiscal year, 60 per cent of the Japanese were still in British Columbia, 20 per cent on the Prairies and 20 per cent in Eastern Canada. By March 31, 1947, only 32 per cent (6,618) were still in British Columbia, 28 per cent (5,796) on the Prairies, and 40 per cent (8,195) in Eastern Canada.

With the movement east of the Rockies of approximately 4,800 persons in the period under review, the resettlement program has been largely completed. About 700 people, mostly aged persons and invalids, remain in the one Departmental Housing Centre at New Denver, B.C., while most of the 5,900 others scattered throughout the interior of British Columbia have been continuously self-supporting since evacuation in 1942.

The fact that more Japanese persons moved east in the fiscal year 1946-47 than in the three preceding years combined was due largely to the realization on the part of the Japanese, after the war ended, that if they desired to re-establish themselves in Canada it should be done while jobs were plentiful and while Government assistance continued. The younger Canadian-born Japanese, many of whom had received training in various occupations in the British Columbia Housing Centres, increased the pressure toward movement eastward where they could more easily gain a footing in the types of employment they had selected. Also, many young persons who had moved east previously were, by 1946 or 1947, able to re-establish themselves on a secure basis and obtain accommodation, so that they could bring their families east to live with them.

The Department provided free transportation east for families and their household effects, as well as a subsistence allowance for the trip. The relocation grant was increased in April, 1946, to carry over the persons affected until they received their first wages in their new jobs. Between May and September, 1946, the Department opened seven hostels between Moose Jaw, Sask., and Farnham, Que. These, with one hostel previously established at Summerville, Ont., had a total capacity of 2,500, and were of considerable value in accommodating Japanese families from the West until they had made arrangements with suitable employers. Some companies in Northern Ontario co-operated by setting up company communities for Japanese workers and their families. On March 31, 1947, only four of the hostels were still in operation for the accommodation of 550 remaining Japanese, who will all be placed before the summer of 1947.

A survey made in October, 1946, gives some indication of the extent of re-establishment, when compared with the 1941 Census figures. While 16.2 per cent of all Japanese workers in 1941 were in the fishing industry, the percentage in 1946 was only 0.9; in 1941, 18.6 per cent were in farm work, while 44.8 per cent were so employed in 1946. Other occupational groups varied slightly in the five-year period, but the relocated Japanese were spreading out into a wide variety of jobs, businesses and professions across Canada, and were finding wider opportunities for advancement than before the war. Employed Japanese were receiving prevailing wages for the industry and the district, a policy which the Department has insisted upon since the 1942 evacuation. As a result, present reports confirm that the great majority of those who have moved east of the Rockies have no desire to return to the Pacific Coast.

Since the end of the war, and especially in the last year, most of the restrictions on Japanese in Canada have been revoked, notably those on property purchase¹ and on travel and residence east of the Rockies. The Government has announced its intention to deal fairly with those Japanese who have just claims concerning the disposition of their pre-war property by the Custodian's Branch, and has also acknowledged a continuing interest in the welfare of all those who are endeavouring to adjust themselves to new environments elsewhere in Canada. The Government will continue to provide assistance to those who desire either to move East in Canada or to go to Japan.

A report has been issued by the Minister of Labour, entitled *Report on Re-establishment of Japanese in Canada, 1944-1946*, which presents a factual review of the Department's administration of Japanese affairs in Canada from July, 1944 to December, 1946.

¹ By Order in Council P.C. 270, January 23, 1947.

XV.—NATIONAL WAR LABOUR BOARD

The wage stabilization policy of the Government was administered during the fiscal year ending March 31, 1947, through the Wartime Wages Control Order, 1943, Order in Council P.C. 9384, of December 9, 1943, as amended by Orders in Council P.C. 1727 of March 13, 1944, P.C. 3277 of May 4, 1944, P.C. 655 of January 30, 1945, P.C. 348 of January 31, 1946, P.C. 1996 of May 17, 1946, P.C. 2432 of June 20, 1946, and P.C. 4904 of November 28, 1946.¹

The first of the amendments made during the fiscal year under review was by Order in Council P.C. 1996, of May 17, 1946, which provided for the appointment of alternate members of Regional War Labour Boards in the absence of a member appointed as representative of employers or employees. In only a few instances were alternate members appointed.

An earlier amendment (Order in Council P.C. 348, of January 31, 1946) had stipulated that on and after June 30, 1946, wage rates established by provincial minimum wage legislation were to be removed from the requirements of the Wartime Wages Control Order, and this provision was duly implemented.

During the first few months of the fiscal year the Wartime Wages Control Order was administered in accordance with a further provision of the amending Order in Council P.C. 348, which introduced a comparative basis upon which War Labour Boards might approve wage increases. Besides being empowered to authorize or direct increases when existing wage rates were found by such comparison to be "low", the Boards could approve wage adjustments if, and to the extent that, a Board considered an adjustment reasonable in the circumstances and consistent with the maintenance of existing prices. Before approving wage increases under the exercise of the discretionary power so given, the Boards usually found it necessary to secure an undertaking from the employer concerned that the authorization of such wage increases would not constitute grounds in support of an application to any other agency of government for permission to increase the maximum prices of those of his goods or services which remained subject to price control regulations.

These progressive steps towards decontrol of wages were taken in order to relate more closely the wage control policy with the policy on price control.

A further important step to that end was that brought about by Order in Council P.C. 2432, of June 20, 1946, which came into force on that date. The salient feature of this amendment to the Wartime Wages Control Order, 1943, was to replace the criteria upon which applications for wage increases were required to be considered by a more general power. Thereafter, War Labour Boards could authorize or direct an employer to increase a wage rate for an occupational classification of his employees if, and to the extent that, the Board found such increased rate to be just and reasonable and consistent with the paramount principle of the maintenance of stability in prices, having regard to all the circumstances deemed in the Board's discretion to be material.

¹ Control of salaries was not overlooked. The Wartime Salaries Order in Council P.C. 9293, November 27, 1941 (amended by Order in Council P.C. 946, February 6, 1942) and The Wartime Salaries Order, Order in Council P.C. 1549, February 27, 1942, which replaced the original Order and the amendment thereto, provided rules to control the amounts of salaries which might be paid to persons above the rank of foreman or comparable rank. Order in Council P.C. 349, January 31, 1946, amended The Wartime Salaries Order to enable the administration to take into consideration, with a view to adjustment, those salaried officials whose rate of salary was unduly low, having regard to the rates paid for substantially similar services in the same or other business. The Wartime Salaries Order which had been administered by the Minister of National Revenue was rescinded on November 30, 1946.

Employees of the Dominion Government (except those of Crown Companies) were not included under the Wartime Wages Control Order as they were covered by special regulations issued and administered by Treasury Board.

Wage control was ended by Order in Council P.C. 4904, of November 28, 1946, which revoked Part 2 of the Wartime Wages Control Order, 1943, in its entirety as from December 1, 1946; except that the provisions were to continue to apply to applications pending before a War Labour Board on November 30, 1946, which would be developed and disposed of notwithstanding such general revocation. There were approximately 1,800 such cases upon which the Boards issued their decisions subsequent to December 1, 1946, which decisions were binding upon the parties until the day following the day upon which such order or direction was made.

These applications having been dealt with in due course, the wage stabilization policy of the Government was finally terminated and the National War Labour Board and the Regional Boards dissolved at the end of the fiscal year, March 31, 1947. This was brought about by Order in Council P.C. 1166, of March 31, 1947, which revoked as from that date all Orders in Council (unless otherwise specified) which were in force under the National Emergency Transitional Powers Act, 1945.

THE NATIONAL BOARD

During the fiscal year under review, Mr. Justice M. B. Archibald continued to act as Chairman of the National War Labour Board until June 14, 1946, when he resigned to resume his judicial duties. Mr. C. A. L. Murchison, K.C., was thereupon appointed Alternate Chairman and on October 22, 1946, was appointed Chairman. No other changes took place in the constitution of the National Board which, in addition to the Chairman, was composed throughout the year of Mr. Lucien Dugas, K.C., of Joliette, Que., and Mr. J. A. McClelland, of Valois, Que.

Activities of the Board.—During the fiscal year ending March 31, 1947, the National War Labour Board and the Regional Boards dealt with 35,031 applications, affecting 1,964,014 employees. Of these applications, 30,916 were submitted by employers, 745 by employees, and 3,370 were made jointly by employers and employees. Table 1 shows the number and source of the applications handled by each Board and the decisions thereon.

Table 2 indicates the nature of the applications which were made to each War Labour Board, and the number of employees concerned in such applications. Some duplication undoubtedly exists in the figures representing the number of employees because of the fact that more than one application of varying nature, but on behalf of the same group of employees, might have been made in the course of the twelve-month period.

Table 3 shows the applications received by nature of industry.

Review of decisions of Regional Boards.—Pursuant to Sections 9 and 10 of the Wartime Wages Control Order, 1943, Findings and Directions of the Regional War Labour Boards were reviewed by the National Board. In this way, it has been possible to attain uniformity in the administration of the Order throughout Canada. Findings and Directions to the number of 24,523 issued by the Regional Boards were reviewed by the National Board in the fiscal year 1946-47. Of this number, 124 were placed on special review, of which 44 were passed after further development of the pertinent facts, while in 80 cases Regional Boards' Findings and Directions were revoked or amended in some particular.

Appeals to National War Labour Boards from Decisions of Regional War Labour Boards.—Section 11 of the Wartime Wages Control Order, 1943, provided for the right by interested parties to appeal to the National Board from a Finding and Direction of a Regional Board, subject only to certain limita-

tions as to the date for lodging of such appeal. During the fiscal year ending March 31, 1947, the National Board dealt with 153 appeals from decisions of Regional Boards. Of the total so received, 51 appeals were dismissed, while 102 were allowed either in whole or in part. When the National Board ceased its activities on March 31, 1947, there were 8 appeals which remained for disposal, the issues in which were referred to a Commission under the provisions of the Wartime Labour Relations Regulations, Order in Council P.C. 1003.

Assistance from Unemployment Insurance Commission.—The liaison between the National War Labour Board and the Unemployment Insurance Commission was continued during the fiscal year up to October, 1946, when it ceased due to the pending termination of wage control. Inspectors of the Unemployment Insurance Commission continued up to that date to provide the National Board with relevant information arising out of the check of employers' payroll records in regard to compliance with the Wartime Wages Control Order, 1943. In the Province of Quebec, inspectors attached to the Provincial Minimum Wage Commission and parity committees simultaneously carried out inspections on behalf of the Regional War Labour Board for that Province. In the majority of the provinces there were also attached to the Regional War Labour Boards one or more inspectors, who investigated special complaints having reference to infringements of the Wartime Wages Control Order, 1943, and who also conducted spot examinations as required.

TABLE 1.—APPLICATIONS TO AND DECISIONS BY THE NATIONAL AND REGIONAL WAR LABOUR BOARDS,
FISCAL YEAR ENDING MARCH 31, 1947

Board	Total Cases Received	No. of Employees Concerned	Submitted Jointly by Employees and Employers		Submitted by Employees		Submitted by Employers .		Granted				Denied	
			Submitted Jointly by Employees and Employers		Submitted by Employees		Submitted by Employers .		In Full		In Part		Denied	
			C ¹	E ²	C	E	C	E	C	E	C	E	C	E
National.....	922	455,011	222	220,851	71	123,932	629	110,228	772	387,632	125	56,259	25	11,120
Prince Edward Island.....	405	2,896	.....	.....	1	1	404	2,895	403	2,866	2	30	.....	.....
Nova Scotia.....	1,022	34,309	55	13,021	33	7,796	934	13,492	866	27,006	122	3,396	34	3,907
New Brunswick.....	787	21,268	52	6,982	37	1,936	698	12,350	701	17,682	83	3,578	3	8
Quebec.....	3,818	607,551	600	281,390	165	150,092	3,053	176,069	3,687	539,808	91	63,690	40	4,053
Ontario.....	10,808	587,153	1,348	282,757	159	26,928	9,361	277,468	9,440	528,267	1,303	48,534	125	10,352
Manitoba.....	2,431	39,459	170	14,801	46	1,894	2,215	22,764	2,378	38,790	51	607	2	62
Saskatchewan.....	2,745	25,887	84	4,485	17	459	2,644	20,943	2,445	20,656	255	3,846	45	1,385
Alberta.....	2,485	40,651	82	9,079	39	2,950	2,364	28,622	2,208	32,980	231	6,346	46	1,325
British Columbia.....	9,548	149,829	757	85,884	177	4,401	8,614	59,544	8,296	128,006	1,063	17,821	189	4,002
Totals.....	35,031	1,964,014	3,370	919,250	745	320,389	30,916	724,375	31,196	1,723,693	3,336	204,107	509	36,214

¹ C Indicates number of cases.² E Indicates number of employees involved.

TABLE 2.—APPLICATIONS RECEIVED BY THE NATIONAL AND REGIONAL WAR LABOUR BOARDS UNDER ORDERS IN COUNCIL P.C. 9384, P.C. 348, P.C. 2432, FISCAL YEAR ENDING MARCH 31, 1947

Board	Wage Increase	New Positions	Vacation With Pay	Welfare Plan	Wage Incentive Plan	Miscellaneous	Totals
National.....C ¹	444	164	7	1	8	298	922
E ²	303,707	12,303	2,862	86	964	135,089	455,011
Prince Edward Island.....C	71	178	.....	1	.....	155	405
E	270	780	.....	13	.....	1,833	2,896
Nova Scotia.....C	616	270	1	2	5	128	1,022
E	18,726	1,664	53	11	54	13,801	34,309
New Brunswick.....C	530	9	3	.....	1	244	787
E	16,210	23	327	.....	1	4,707	21,268
Quebec.....C	2,654	392	63	3	22	684	3,818
E	311,022	2,530	52,833	4,435	1,989	234,742	607,551
Ontario.....C	4,510	2,100	12	21	89	4,136	10,868
E	209,604	17,082	3,911	1,498	6,868	348,190	587,153
Manitoba.....C	1,316	991	3	4	26	91	2,431
E	28,121	5,319	165	220	455	5,179	39,459
Saskatchewan.....C	1,234	1,309	1	1	17	183	2,745
E	11,131	5,059	161	20	440	9,076	25,887
Alberta.....C	975	1,121	.....	.....	27	362	2,485
E	16,690	11,008	.....	.....	678	12,275	40,651
British Columbia.....C	4,549	3,339	.....	4	8	1,648	9,548
E	98,793	15,925	.....	39	241	34,831	149,829
Totals.....C	16,899	9,873	90	37	203	7,929	35,031
E	1,014,274	71,693	60,312	6,322	11,690	799,723	1,964,014

¹ C Indicates number of cases.

² E Indicates number of employees involved.

TABLE 3.—APPLICATIONS RECEIVED BY NATIONAL AND REGIONAL WAR LABOUR BOARDS UNDER ORDERS IN COUNCIL P.C. 9384, P.C. 348, P.C. 2432, BY INDUSTRY, FISCAL YEAR ENDING MARCH 31, 1947

Board	Trade	Manufacturing	Construction	Mining and Logging	Communication	Transportation	Service	Totals
National.....	C ¹ 7	91	16	298	23	389	98	922
	E ² 5,325	50,629	21,852	63,338	24,003	259,658	30,206	455,011
Prince Edward Island.....	C 214	24	12	2	1	2	150	405
	E 1,103	357	339	7	1	11	1,078	2,896
Nova Scotia.....	C 475	264	49	2	11	25	196	1,022
	E 3,557	18,282	7,007	7	773	2,640	2,043	34,309
New Brunswick.....	C 297	150	71	16	3	16	234	787
	E 2,697	11,433	2,350	1,978	829	798	1,183	21,268
Quebec.....	C 472	2,278	130	2	1	28	907	3,818
	E 12,358	386,160	113,032	38,000	40	17,823	40,138	607,551
Ontario.....	C 2,261	5,685	589	24	16	81	2,212	10,868
	E 42,086	421,938	22,925	10,662	74	14,371	75,097	587,153
Manitoba.....	C 1,372	444	20	4	1	13	577	2,431
	E 19,254	13,548	120	16	4	54	6,463	39,459
Saskatchewan.....	C 965	243	161	16	43	68	1,249	2,745
	E 7,123	7,616	1,648	510	59	371	8,560	25,887
Alberta.....	C 1,219	411	172	1		88	594	2,485
	E 8,144	16,448	4,367	6,128		594	4,970	40,651
British Columbia.....	C 2,636	3,150	779	233	31	371	2,348	9,548
	E 18,850	67,963	11,902	32,739	3,086	2,382	12,907	149,829
Totals.....	C 9,918	12,740	1,999	598	130	1,081	8,565	35,031
	E 120,497	994,374	185,542	153,385	28,869	298,702	182,645	1,964,014

¹ C Indicates number of cases.

² E Indicates number of employees involved.

XVI.—INTERNATIONAL LABOUR ORGANIZATION

The International Labour Organization, which was established as an autonomous associate of the League of Nations under the terms of the Treaties of Peace in 1919, is an intergovernmental agency, financed by contributions from its Member States. Its object is to promote social justice by the improvement of industrial conditions throughout the world through legislative action and international agreement, thus providing the basis for universal and lasting peace. The Organization provides machinery for concerted action to improve working conditions, to raise standards of living, and to promote social and economic stability. By an agreement signed on December 14, 1946, it was brought into official relationship with the United Nations, although retaining its identity as a separate organization.

Canada has been a member of the Organization since its inception and the Department of Labour is the officially designated liaison agency between the Canadian Government and the I.L.O. At present there are fifty-two Member States in the Organization, which is democratically controlled by representatives of their governments and by representatives of their organized employers and of their organized workers appointed by the Governments.

When war conditions made it impossible for the Organization to discharge its functions in Geneva, its headquarters were, at the invitation of the Canadian Government, moved temporarily to Montreal, where, although much hampered by the smallness of its staff and by separation from the records and documents in Geneva, it is carrying on most of its interrupted activities. Branch offices are maintained in Washington, London, Paris, Rome, New Delhi and Chungking, and a small staff is retained in Geneva, while a number of members of the staff have been detached for liaison service in their own countries.

The International Labour Organization comprises three principal organs: (1) *the General Conference of Representatives of Member States*, which in normal times meets regularly once a year, or oftener if required, and which may be considered the legislative body of the Organization; (2) *the International Labour Office*, which is the permanent secretariat as well as a world information centre and publishing house with respect to all questions relating to the international adjustment of conditions of industrial life and labour, and which also prepares draft international labour Conventions, fosters their ratification and watches over their application; and (3) *the Governing Body of the International Labour Office*, which is the Executive Council of the Organization, and supervises the budget, fixes the agenda of the annual sessions of the General Conference, and decides on the measures to be taken to give effect to the resolutions of the Conference. It usually meets quarterly.

Tripartite industrial committees representing governments, employers and workers, and functioning in special fields of labour and social conditions, constitute a recent important development in the structure and the work of the Organization.

Since 1919 to date, there have been held twenty-nine sessions of the General Conference, at all of which Canada has been represented. The Conference is a tripartite body, and a complete delegation from a member state consists of four delegates: two representing the Government and two representing respectively employers and workers, chosen by the Government in agreement with the most representative employers' and workers' organizations in the country. Each

delegate may be accompanied by not more than two technical advisers for each item on the agenda of the Conference, one at least of whom should be a woman if questions affecting women are to be considered.

The principal functions of sessions of the Conference is the formulation of international minimum standards governing working and living conditions. These standards are embodied in multilateral treaties, known as International Labour Conventions, and in Recommendations. The member countries of the Organization are obligated, under the Constitution, to consider Conventions for possible ratification. If a country ratifies a Convention, it is under obligation to apply its provisions, and to submit annual reports to the International Labour Office on the manner in which it is doing so. It is not required that Recommendations be considered for possible ratification, but countries are obliged to consider them "with a view to effect being given to them by national legislation or otherwise". These Conferences to date have resulted in the adoption of a total of 79 Conventions (50 of which are in force) and 80 Recommendations, covering a wide range of subjects: hours of work; holidays with pay; the protection of women and children; prevention of, and compensation for industrial accidents and occupational diseases; insurance against unemployment, sickness, old age and death; colonial labour problems; protection of migrant workers; conditions of seamen; and many other aspects of the protection of workers' rights and interests.

In Canada, all these proposals are first submitted to the Law Officers of the Crown with a view to determining whether they fall within Dominion or Provincial jurisdiction, after which they are laid before Parliament and also brought officially to the attention of the Government Departments concerned as well as of the provincial authorities.

Although a staunch supporter of the International Labour Organization from the outset, Canada, like other federal countries, is confronted with constitutional difficulties in adopting legislation to give effect to the provisions of many of these ILO proposals. To date, Canada has accepted only one Recommendation, that concerning the Communication to the International Labour Office of Statistical or Other Information regarding Emigration, Immigration and the Repatriation and Transit of Immigrants; and has ratified only eleven Conventions concerning: (1) Minimum Age for the Admission of Children to Employment at Sea; (2) Unemployment Indemnity in Cases of Loss or Foundering of the Ship; (3) Minimum Age for the Admission of Young Persons to Employment as Trimmers or Stokers; (4) Compulsory Medical Examination of Children and Young Persons Employed at Sea; (5) Seamen's Articles of Agreement; (6) Marking of the Weight on Heavy Packages Transported by Vessels; (7) Protection against Accidents of Workers employed in Loading or Unloading Ships; (8) Statistics of Wages and Hours in the Principal Mining and Manufacturing Industries, including Building and Construction, and in Agriculture; (9) Limitation of Hours of Work in Industry; (10) Weekly Rest in Industry; and (11) the Creation of Minimum Wage-fixing Machinery. Legislation to implement the first seven of these Conventions is embodied in the Canada Shipping Act, 1934 (which came into effect by proclamation on August 1, 1936), and in Regulations thereunder approved by Order in Council. The provisions of No. 8 are being fully met, in part by the Dominion Bureau of Statistics of the Department of Trade and Commerce and in part by the Department of Labour. Measures enacted by Parliament in 1935 to give effect to the three last-mentioned Conventions, however, remain inoperative as, following a reference made to the Supreme Court of Canada as to the authority of the Dominion Parliament to enact these measures, the judgment rendered was taken to the Judicial Committee of the Privy Council in London, which declared in January, 1937, that all three of these Acts were outside the competence of the Parliament of Canada.

This work necessitates research by the Department of Labour on the various technical questions which appear on the agenda of the different sessions of the International Labour Conference and of the quarterly meetings of the Governing Body, as well as of the meetings of committees of technical experts on various questions of interest to industry and labour. It also entails collaboration with other Departments of the Dominion Government, Provincial Governments, employers, labour, and with the International Labour Office itself.

During the fiscal year under review, three important ILO Conferences were held, namely: the Third Conference of the American States Members of the International Labour Organization (Mexico City, April); the Twenty-eighth (Maritime) Session of the International Labour Conference (Seattle, June); and the Twenty-ninth General Session of the International Labour Conference (Montreal, September-October). There also took place during this period the first meetings of the ILO's newly-established standing Industrial Committees for the following five major world industries: Iron and Steel Production; Metal Trades; Textiles; Building, Civil Engineering and Public Works; and Petroleum Production and Refining. Four sessions of the Governing Body of the ILO and its several standing committees were held during the year, as well as meetings of a number of ILO committees of experts on different subjects. A note on these various meetings follows.

THIRD CONFERENCE OF AMERICAN STATES MEMBERS OF THE ILO

The usefulness of holding regional labour conferences of the American countries had been demonstrated at Santiago de Chile in 1936 and at Havana in 1939 but the war prevented further sessions until the spring of 1946, when the Third Conference met in Mexico City, at the invitation of the Mexican Government, from April 1 to 16.

Sixteen American States Members of the Organization, including Canada and the United States, were represented at the Conference, while Honduras, Nicaragua, Paraguay and Salvador, which are not at present members, were represented by observers. A special delegation of the Governing Body of the ILO was also present.

The Canadian delegation was composed as follows:

Government Delegates: Dr. H. L. Keenleyside, Canadian Ambassador to Mexico; and Mr. C. C. Eberts, Second Secretary, Canadian Embassy, Mexico City.

Advisers to Government Delegates: Mr. Paul Goulet, Assistant to the Deputy Minister of Labour, Ottawa; and Mr. J. S. McCullagh, Assistant Director of Industrial Relations, Department of Labour, Ottawa.

Employers' Delegate: Mr. C. E. Shumaker, Industrial Relations Manager, Goodyear Tire and Rubber Company, New Toronto, Ont.

Workers' Delegate: Mr. J. B. Ward, Chairman, General Conference Committee, Standard Railway Labour Organizations, Montreal, Que.

The agenda consisted of the following four items:

1. The Report of the Director of the ILO dealing with the social and economic problems of American countries, in particular, industrialization, immigration, the relation between wages and prices, and the conditions of life of the indigenous population of American countries;
2. Vocational Training;
3. Labour Inspection; and
4. Industrial Relations.

For each of the three technical subjects on the agenda, the Conference had before it a report prepared by the International Labour Office embodying recommendations or draft resolutions to serve as a basis of discussion. A general discussion was also held on the Director's Report, in which thirty-seven speakers took part and out of which a number of resolutions arose. These resolutions were examined by a Resolutions Committee, and reported upon to the Conference. They dealt with industrialization, inflation, statistics, the organization of national labour conferences, the situation of professional workers, migration, discrimination, indigenous populations, etc.

Committees for each of the three technical questions were also set up and these presented reports to the Conference containing the texts of resolutions for approval by the Conference with relation to vocational training, labour inspection and industrial relations.

The question of vocational training attracted a good deal of attention in view of its bearing on the economic development of the Latin American countries, and the result of the Committee's discussions was that two resolutions were submitted to the Conference and adopted unanimously. The first deals with organization, vocational guidance, pre-vocational training, vocational training in specialized schools, apprenticeship, in-plant training, part-time supplementary training, agricultural training, training and retraining of adult workers, special problems of training, and methods of regional co-operation. The second resolution concerns the organization of regular inter-American technical training courses for workers.

The question of Labour Inspection aroused great interest and the importance of an efficient inspection system in securing the application of labour legislation was fully realized. The Committee on Labour Inspection concluded its work by transmitting two Resolutions to the Conference, which were adopted without opposition. The first of these draws attention to the nature and scope of an inspector's duties; the problems of administrative organizations; the recruiting, training, status and remuneration of inspectors; co-operation of employers and workers with inspectors, and frequency and thoroughness of inspection visits. The second resolution recommends that Governments should consider the extension of their labour inspection systems to cover agricultural and stock-raising activities.

The Committee which considered the question of Industrial Relations finally reached agreement on eleven resolutions which were submitted to the Conference and adopted after certain amendments. These resolutions concerned constitutional provisions for freedom of association; freedom of association; protection of the right to organize and to bargain collectively; voluntary conciliation and arbitration; the validity of collective agreements; the extension of collective agreements; wage policy, equal pay for equal work; stability of employment; the placing of the question of industrial relations on the agenda of early sessions of the Regional Labour Conference and of the International Labour Conference; and collaboration between the public authorities and the employers' and workers' organizations.

Some of these resolutions contain suggestions for action by the Governments of the American States, while others will be considered by the Governing Body with a view to having the International Labour Office either prepare special studies of the problems involved or adopt proposals for the consideration of the International Labour Conference at an early session.

(A more detailed account of this Conference will be found in a supplement to the June, 1946, edition of *The Labour Gazette*.)

TWENTY-EIGHTH (MARITIME) SESSION OF THE
INTERNATIONAL LABOUR CONFERENCE

The Twenty-eighth (Maritime) Session of the International Labour Conference was held in Seattle, Washington, at the invitation of the United States Government, from June 6 to 29, 1946. This was the first maritime session since 1936, but a Preparatory Technical Conference of maritime countries was held in Copenhagen from November 15 to December 1, 1945, which had drawn up preliminary texts as a basis for the adoption of international Conventions or Recommendations by the Maritime Session. Thirty-two of the leading maritime nations were represented at the Seattle meeting.

The Canadian delegation consisted of the following:

Government Delegates: Capt. G. L. C. Johnson, Director of Merchant Seamen, Department of Transport, Ottawa; and Mr. V. C. Phelan of the Department of Labour, Ottawa, who acted as substitute for Mr. A. MacNamara, Deputy Minister of Labour, who was unable to attend.

Technical Advisers to Government Delegates: Mr. V. C. Phelan, Department of Labour, Ottawa; Capt. J. W. Kerr, Superintendent of Nautical Services, Department of Transport, Ottawa; Mr. J. Fortier, Departmental Solicitor, Department of Transport, Ottawa; and Dr. C. P. Brown, Assistant Director of Public Health Services, Department of National Health and Welfare, Ottawa.

Shipowners' Delegate: Mr. A. L. W. MacCallum, Manager, The Shipping Federation of Canada, Inc., Montreal, Que.

Technical Advisers to Shipowners' Delegate: Captain L. C. Barry, Maritime Superintendent, Canadian Pacific Steamships Limited, Vancouver, B.C.; and Mr. H. L. Hurford, Chairman, Shipowners' Association (Deep Sea) of British Columbia, Vancouver, B.C.

Seafarers' Delegate: Capt. J. S. Dennis, President, Canadian Merchant Service Guild, Vancouver, B.C., acting as substitute for Mr. J. A. Sullivan, President of the Canadian Seamen's Union, who was unable to attend.

Technical Advisers to Seafarers' Delegate: Mr. J. M. Smith, Business Agent, Canadian Seamen's Union, Vancouver, B.C.; and Mr. Alex Moffat, National Association of Maritime Engineers of Canada, Vancouver, B.C.

The agenda of the Conference comprised the following items:

1. The Director's Report (containing a survey of developments in the shipping industry during and after the war, an outline of the progress made in seafarers' conditions of employment during that period, an account of the maritime activities of the ILO since the last Maritime Conference in 1936, and some suggestions for its future activities in this field);
2. Social security for seafarers;
3. Crew accommodation on board ship;
4. Food and catering on board ship;
5. Entry, training and promotion of seafarers;
6. Holidays with pay for seafarers;
7. Continuous employment for seafarers;
8. Recognition of seafarers' organizations;
9. Wages; hours of work on board ship; manning.

The last item was probably the most important and certainly the most difficult tackled by the Conference. This was the first time in history that an attempt was made to fix an international minimum wage for any industry. The question of maximum hours of work is also a difficult one in itself and is complicated in the shipping industry by the fact that conditions in ships engaged on short voyages in the coastal trade differ from those in vessels engaged in distant trade, so that the same system of hours is not necessarily applicable in the two cases.

A tremendous amount of ground was covered by the various committees set up to deal with all these questions, and decisions were adopted by the conference covering virtually every phase of a seafarer's life—his training and entry to sea service, his accommodation, food and health on board, his certification as an able seaman, his wages, hours and holidays, his social security while at work, and his pension on retirement. The Seattle Conference adopted in all nine Conventions and four Recommendations, together with a number of resolutions. One of the resolutions adopted urged the International Labour Office to consider the possibility of framing an International Fishermen's Charter.

(A full report of this Conference appears in a supplement to *The Labour Gazette* of September, 1946.)

TWENTY-NINTH SESSION OF THE INTERNATIONAL LABOUR CONFERENCE

The Twenty-ninth Session of the International Labour Conference was held in Montreal from September 15 to October 9, 1946, this being the first time the Conference had held a session in Canada. It was attended by delegations representing forty-six of the Member States of the Organization, as well as observers representing the United Nations, UNRRA, UNESCO, the Inter-governmental Committee on Refugees, and PICAQ. El Salvador and the Republic of the Philippines, which are not members of the Organization, also sent observers. The Honourable Humphrey Mitchell, Minister of Labour of Canada, was elected President of the Conference.

The Canadian delegation comprised the following:

Government Delegates: Honourable Humphrey Mitchell, Minister of Labour; and Mr. Arthur MacNamara, Deputy Minister of Labour, and Canadian Government Representative on the Governing Body of the ILO.

Substitute Government Delegates and Advisers: Mr. Paul Goulet, Assistant to the Deputy Minister and in charge of relations with the ILO, Department of Labour; and Mr. Paul Renaud, Counsellor, Department of External Affairs.

Technical Advisers to the Government Delegates: Mr. A. H. Brown, Assistant to the Deputy Minister and Departmental Solicitor, Department of Labour; Mr. M. M. Maclean, Assistant to the Deputy Minister and Director of Industrial Relations, Department of Labour; Mr. S. H. McLaren, Chief Executive Officer, National Employment Service; Mr. V. C. Phelan, Director of Information, Department of Labour; Mr. Eric Stangroom, Special Assistant to the Deputy Minister, Department of Labour; Mr. C. R. McCord, Director, Administrative Services, Department of Labour; Miss Margaret Mackintosh, Chief of Legislation Branch, Department of Labour; and Mr. H. C. Hudson, Supervisor of Special Placements, National Employment Service.

Secretary to the Government Delegation: Mr. John Mainwaring, Assistant Editor of *The Labour Gazette*, Department of Labour, Ottawa.

Employers' Delegate.—Mr. Harry Taylor, Member of Industrial Relations Committee, Canadian Manufacturers' Association and Industrial Relations Representative, Canadian National Carbon Co., Ltd., Toronto, Ont.

Technical Advisers to Employers' Delegate.—Mr. E. R. Complin, Chairman of Industrial Relations Committee, Canadian Manufacturers' Association, Canadian Industries Ltd., Montreal; Mr. C. E. Shumaker, Industrial Relations Committee, Canadian Manufacturers' Association, Goodyear Tire and Rubber Co. of Canada, Ltd., New Toronto; Mr. H. W. Macdonnell, Legal Secretary, Canadian Manufacturers' Association, Toronto; Mr. Allan C. Ross, Vice-President, Canadian Construction Association, Ottawa; Mr. C. Niderost, K.C., Assistant Manager, Department of Personnel, Canadian Pacific Railway, Montreal; and Mr. George V. V. Nicholls, Manager, Business Research Department, Canadian Chamber of Commerce, Montreal.

Workers' Delegate.—Mr. Gustave Francq, Secretary, Quebec Federation of Labour, Montreal.

Technical Advisers to the Workers' Delegate.—Mr. Hugh Henderson, Vice-President, Halifax District Trades and Labour Council, Halifax; Mr. Victor Anderson, Secretary, Winnipeg Trades and Labour Council, Winnipeg; Mr. Eugene A. Forsey, Director of Research, Canadian Congress of Labour, Ottawa; Mr. A. Andras, Assistant Editor of Canadian Railway Employees Monthly, Canadian Brotherhood of Railway Employees and Other Transport Workers, Ottawa; Mr. Gerard Picard, President, Canadian and Catholic Confederation of Labour, Montreal; and Mr. W. L. Best, Vice-President, National Legislative Representative, Brotherhood of Locomotive Firemen and Enginemen, Secretary, Dominion Joint Legislative Committee of Railway Transportation Brotherhoods.

An invitation was extended, as usual, to the Provincial Governments to send representatives to accompany the Canadian Government delegates, and several availed themselves of the opportunity and attended committee meetings, as well as plenary sittings of the Conference.

The Conference considered an agenda comprising the following six items: Director's Report; Reports on the application of Conventions; Constitutional Questions; Budgetary and Financial Matters; Protection of Children and Young Workers; and Minimum Standards of Social Policy in Dependent Territories. On each of these items the Conference had before it one or more reports prepared by the International Labour Office. With the exception of the Director's Report, these were referred by the Conference to committees established for each item, the committee in turn reporting to the Conference in plenary sitting.

Seven plenary sittings were devoted to a discussion of the Director's Report, which dealt with the immediate problems of the peace, international economic collaboration, the organization of employment, and the activities of the Organization since the 27th Session of the Conference in Paris in October-November, 1946. Sixty-seven speakers from thirty-six countries participated in the discussion, with the Director, Mr. E. J. Phelan, replying in an address to the full Conference.

Canada was represented on the various committees as follows: on *Constitutional Questions* by Mr. Renaud (with Messrs. Brown and Stangroom as substitutes), Mr. Taylor (with Messrs. Niderost and Ross as substitutes), and Mr. Forsey; on *Protection of Children and Young Workers* by Miss Mackintosh (with Messrs. Hudson and Maclean as substitutes), Mr. Taylor (with Messrs. Complin and Shumaker as substitutes), and Mr. Andras (with Mr. Picard as substitute); on *Dependent Territories* by Mr. Taylor (with Mr. Niderost as substitute), and Mr. Anderson; on the *Application of Conventions* by Mr. Goulet (with Mr. Phelan as substitute), and Mr. Taylor (with Messrs. Nicholls and Macdonnell as substitutes); and on the *Finance Committee of Government Members* by Mr. Renaud (with Mr. McCord as substitute).

On the recommendation of the various Committees, the Conference adopted an Instrument for the Amendment of the Constitution of the Organization, three international Labour Conventions, two Recommendations and fourteen Resolutions.

The Instrument for the Amendment of the ILO's Constitution will go into effect when ratified by two-thirds of the members of the Organization, including five of the eight members represented on the Governing Body as members of chief industrial importance, in which group Canada is included. The most important of the amendments recommended are designed to strengthen the obligations of Member States in regard to Conventions and Recommendations. One of these deals with the obligations of federal states and is therefore of particular interest to Canada, which has been faced up to the present with constitutional difficulties in giving effect to the provisions of many of these proposals which come within provincial jurisdiction. The amendment in question requires the federal government to refer such Conventions and Recommendations to the appropriate provincial authorities, and to arrange for periodical consultations between the federal and provincial authorities with a view to promoting co-ordinated action to give effect to their provisions.

The three Conventions in question concern: (1) Medical Examination of Fitness for Employment in Industry of Children and Young Persons; (2) Medical Examination of Children and Young Persons for Fitness for Employment in Non-Industrial Occupations; and (3) the Restriction of Night Work of Children and Young Persons in Non-Industrial Occupations.

One of the two Recommendations adopted contains various suggestions to facilitate the application of the first two of the above-mentioned Conventions, while the other contains suggestions for the application of certain provisions to supplement the third Convention.

The Conference also approved a draft Agreement between the United Nations and the Organization (which came into effect when it was given similar approval by the General Assembly of the United Nations on December 14, 1946) defining the terms of the relationship between the two Organizations.

The members of the Canadian Government delegation were active participants in the work of the Conference. In the Constitutional Committee the Government member sponsored two amendments on matters in which Canada had a particular interest, namely, the obligations of federal states in regard to Conventions and Recommendations, and the determination of the eight states of chief industrial importance eligible for non-elective seats on the Governing Body. Both amendments were unanimously adopted. The workers' and the employers' delegations had the status of autonomous units within the Canadian delegation.

A Committee of Government Representatives provided under the Financial Regulations was set up by the Conference and, after consideration of the estimates as submitted by the Governing Body, the Committee decided to adopt an expenditure budget for 1947 amounting to 16,052,980 Swiss francs, or approximately \$3,733,000. To the expenditure budget corresponds an income budget fixed in gold francs. The net income budget (10,386,763 gold francs)—which is arrived at after deduction of certain supplementary receipts (sale of publications, etc.)—will be covered by the contributions of the Member States in proportions fixed by the Conference. The number of units assigned to each State is based on various factors regarded as indicative of its economic and financial position. The total number of units in 1947 is set at 690 and the value of one unit at 16,353.11 gold francs.

Of a total of 690 units the contribution of Canada was fixed at 35 units, or 572,358.91 gold francs, which is equivalent to \$169,068.02. It is expected that the unit total for 1948 will be increased to over 750 but Canada's share will remain unchanged at 35 units.

The resolution adopting the budget for 1947 and allocating the expenses among Member States for 1947 was adopted by the Conference by a record vote of 130 to nil.

A feature of the Conference was the visit on September 25 of Mr. Trygve Lie, Secretary-General of the United Nations, who addressed a plenary session on the subject of the relationship between the ILO and the United Nations. He declared that it was appropriate that the Agreement with the ILO was the first to be negotiated under Article 57 of the United Nations Charter.

"The successful experience of the International Labour Organization", Mr. Lie said, "was the most important single factor in developing the new idea of specialized agencies. That experience proved the value of separate organizations with a large measure of autonomy operating as instruments of international co-operation in their specific fields." The United Nations, he said, looked to the ILO to carry out an important branch of the objectives laid down in Article 55 of the Charter, "to promote higher standards of living, full employment, and conditions of economic and social progress and development".

Mr. Lie attached particular importance to the articles in the Agreement designed to integrate the work of the two organizations, noting that under Article IV the Economic and Social Council of the Assembly was entitled to make recommendations to the ILO, that the ILO agreed to consult with the United Nations regarding such recommendations, and that the ILO further agreed to co-operate in any measures which were designed to co-ordinate the activities of the specialized agencies and the United Nations. Article V provided for a full exchange of documents and information.

(A complete account of the Conference appears in a supplement to the December issue of *The Labour Gazette*.)

MEETINGS OF INDUSTRIAL COMMITTEES OF THE ILO

Five of the special tripartite Committees established by the ILO during 1945, in order that more thorough and sustained attention could be given to problems affecting social and labour conditions in eight major world industries than is possible at annual General Conferences, held their first sessions during the fiscal year. A brief note on each follows:

Committee on Iron and Steel Production.—Representatives of twelve of the chief iron and steel producing countries, including Canada, met in Cleveland, Ohio, from April 23 to 29, 1946, and adopted a number of resolutions with respect to Full Employment, Industrial Relations, and Safety in this industry. Dr. A. W. Currie, Assistant to the Director-General of Economic Research, Department of Reconstruction, Ottawa, and Mr. V. C. Phelan, Department of Labour, Ottawa, represented the Government, while Mr. C. H. Millard, National Director of the United Steelworkers of America, Toronto, and Mr. George P. Schollie of the International Association of Machinists, Montreal, represented the workers. The Canadian employers, although urged by the Dominion Government to be represented, found it impossible. (An account of the meeting in more detail appears in the June, 1946, issue of *The Labour Gazette*, at pages 729-30.)

Committee on the Metal Trades.—Representatives of thirteen countries, including Canada, attended this meeting, which was held in Toledo, Ohio, from May 2 to 10, 1946, under the chairmanship of Mr. V. C. Phelan of the Dominion Department of Labour.

The Canadian Government members were Mr. R. J. Tallon of the Unemployment Insurance Commission, Ottawa, and Mr. V. C. Phelan, Department of Labour, Ottawa. The members representing Canadian Employers were Mr. S. C. Evans of Taylor Forbes Ltd., Guelph, Ont., and Mr. A. B. Lawrason of Eureka Foundry and Manufacturing Co., Ltd., Woodstock, Ont. Those representing the Workers of Canada were Mr. G. P. Schollie, International Association of Machinists, Montreal, and Mr. Lucien Lavallee, National Metal Trades' Federation, Montreal. A number of recommendations and resolutions were adopted under the headings of Safety and Health, Industrial Relations, and Production and Employment, which are outlined in *The Labour Gazette* for November, 1946, at pages 1538-40.

Committee on Textiles.—This meeting was held in Brussels from November 14 to 22, and was attended by representatives from eighteen countries, including Canada. The Government delegates from Canada were Mr. R. Ranger, Assistant to the Deputy Minister of Labour, Ottawa, and Mr. F. J. Ainsborough, Industrial Relations Officer of the Department of Labour, Toronto. The Employers' delegates were Mr. H. G. Smith, President of the Mohawk Mills Ltd., Hamilton, and Mr. W. A. Kennedy, Director of Aberfoyle Manufacturing Co., Guelph, Ont. The Workers' delegates were Mr. A. Spivey, United Textile Workers Ltd., Huntingdon, Que., and Mr. M. Leger of the Textile Workers Union of America, Cornwall, Ont. A number of resolutions were adopted on the subjects of Production and Related Questions and on Social Security and Welfare, which are outlined fully in *The Labour Gazette* of February, 1947, at pages 139-42.

Committee on Building, Civil Engineering and Public Works.—Representatives from nineteen countries, including Canada, were in attendance at this meeting, which was held in Brussels from November 25 to December 3, 1946. The Canadian Government delegates were Mr. P. E. Renaud of the Department of External Affairs, Ottawa, and Mr. J. A. Meindl of the Unemployment Insurance Commission, Winnipeg, Man. They were assisted by two technical advisers, Messrs. F. J. Ainsborough of the Department of Labour, Toronto, and R. Ranger of the Department of Labour, Ottawa. The Employers of Canada were represented by Mr. J. C. Reilly of Canadian Construction Association, Ottawa, and Mr. J. N. Flood of the Canadian Construction Association, Saint John, N.B. The Workers' representatives were Mr. J. Borden Cochrane of the International Brotherhood of Electrical Workers, Toronto, and Mr. O. Filion of the Building Trades Federation, Montreal. A number of resolutions were adopted under the headings of General Problems relating to Production and Reconstruction, General Conditions of Works, and Industrial Relations. (A detailed account of this meeting appears in *The Labour Gazette* of February, 1947, at pp. 142-45.)

Committee on Petroleum Production and Refining.—This meeting was held in Los Angeles, California, from February 3 to 12, 1947, and was attended by representatives from eleven of the principal oil-producing nations, including Canada. The Canadian members representing the Government were Mr. R. H. Hooper of the Department of Labour, Winnipeg, and Mr. V. E. Duclos, Canadian Government Trade Commissioner, Los Angeles. The members representing the Employers were Mr. F. C. Mechin of the Imperial Oil Co., Ltd., Toronto, and Mr. R. F. Hinton of the Shell Oil Co. of Canada, Ltd., Toronto. The members representing the Workers of Canada were Mr. Birt Showler of the Trades and

Labour Congress of Canada, Vancouver, and Mr. Daniel O'Brien of the Canadian Congress of Labour, Vancouver. Nine resolutions were adopted, dealing with Safety, Minimum Wage Fixing, Management-labour Relations, Basic General Education, Vocational Training and Technical Education, Educational Facilities, Apprenticeship Training, Recruitment, and Promotion. All these resolutions are transmitted to the ILO Governing Body for action in due course. (A detailed account of this meeting is given in *The Labour Gazette* of March, 1947, at pp. 313-15.)

No announcement has been made as yet with respect to the date of the meeting of the Committee for the Chemical Industry, which will be the eighth of the Industrial Committees set up by the ILO.

The Industrial Committees on Coal-mining and on Inland Transport, which held their initial meetings in London last year, will hold their second sessions in Geneva in April and May, 1947, respectively; while the second session of the Iron and Steel Committee and of the Metal Trades Committee will be held at Stockholm in August and September respectively.

THE GOVERNING BODY OF THE INTERNATIONAL LABOUR OFFICE

The Governing Body, which is the Executive Council of the Organization, consists of 32 members; sixteen representing governments, eight representing employers, and eight representing workers. Six of the government members, two of the employers' members and two of the workers' members must belong to non-European states.

Of the sixteen representing governments, eight are appointed by the Member States which the Council of the League of Nations had decided are the eight states of "chief industrial importance", and eight are appointed every three years by the Member States selected for that purpose by the Government delegates to the International Labour Conference, excluding the Government delegates of the eight chief industrial states. The eight countries holding permanent seats on the Governing Body by reason of their industrial importance are Belgium, Canada, China, France, Great Britain, India, the Netherlands, and the United States of America. The elective seat holders, as a result of the election held at the Paris Conference in November, 1945, are Australia, Brazil, Chile, Egypt, Mexico, Peru, Poland and Sweden.

The Paris Conference elections resulted also in the appointment of eight employers' representatives from India, the United Kingdom, South Africa, China, Denmark, France, Mexico and the United States; and of eight Workers' representatives from the United States, the United Kingdom, France, Sweden, Australia, China, Canada (Percy Bengough) and Mexico.

Mr. Arthur MacNamara, C.M.G., LL.D., Deputy Minister of Labour, is the Canadian Government Representative on the Governing Body, and Mr. Percy Bengough, President of the Trades and Labour Congress of Canada, is the Workers' Representative. Canada has a deputy member on the Employers' group in Mr. H. W. Macdonnell, Secretary of the Industrial Relations Committee of the Canadian Manufacturers' Association, Toronto.

Meetings during the Fiscal Year.—The Governing Body held four regular sessions during the year under review; its ninety-eighth in Montreal from May 23 to 27; its ninety-ninth in Montreal on September 17 and 27; its one-hundredth in Montreal on October 7 and 8; and its one-hundred-and-first in Geneva from March 5 to 8. These sessions were preceded by meetings of various standing committees of the Governing Body (Finance, Standing Orders, Allocations, Staff Questions). The Canadian Government was represented at each of these meetings.

Among other decisions taken at its one-hundred-and-first session, the Governing Body scheduled a tripartite technical conference on Safety Provisions for Factories early in 1948; decided to accept the invitation of the Egyptian Government to hold the second session of the Industrial Committee on Textiles in Cairo; deferred proposals to create new industrial committees until its one-hundred-and-second session, which it decided to hold in Geneva opening on June 13; and approved an agreement on co-operation between the ILO and the Food and Agriculture Organization.

INTERNATIONAL COMMITTEES OF THE INTERNATIONAL LABOUR ORGANIZATION

The various international committees which have been set up at different times have given most valuable assistance to the International Labour Office in its diverse tasks. They comprise committees of the Governing Body, mixed committees on which the Governing Body is represented, and committees of experts. Some of these committees are especially qualified to represent the interests and desires of certain categories of workers, manual or non-manual; others are intended rather to aid the Office in various fields of scientific research.

Of the standing committees which have been appointed by the Governing Body, Canada is represented as a full or deputy member of the Committees on Finance, Constitutional Questions, Standing Orders, Employment, Periodical Reports, Cost of Living, and Agricultural Work. These committees are composed exclusively of members of the Governing Body.

Of the various other committees which have been set up, membership in which is not confined to the Governing Body itself, Canada has representation on the following: Mixed Advisory Agricultural; Management; Public Works; Accident Prevention; Social Insurance; Automatic Coupling; Industrial Hygiene; Workers' Spare Time; Women's Work; Statistical Experts; Unemployment Insurance and Placing; the Joint Maritime Commission; and Industrial Committees for certain of the major world industries, to which reference has already been made.

The Joint Maritime Commission.—The first representative standing commission to be established is the most important and consists of nine shipowners, nine seamen and two members of the Governing Body. It is the only committee which is not tripartite, as governments are not represented thereon. Its first session was held at Geneva in November, 1920, since which time it has been regularly consulted by the Governing Body on all matters of maritime interest, including those placed on the agenda of the special maritime sessions of the International Labour Conference, of which there have been six, resulting in the adoption of fifteen Conventions and eight Recommendations for the regulation of maritime employment.

The shipowners of Canada are represented on the Commission at present by Mr. A. L. W. MacCallum, Shipping Federation of Canada, Montreal; and Canadian seamen by Mr. J. A. Sullivan, Past President of the Canadian Seamen's Union, Ottawa. The Commission did not hold any meetings during the year under review.

Correspondence Committee on Women's Work.—Canada was represented at a meeting of this Committee, which took place in Montreal from July 8 to 13, by Mrs. Rex Eaton of the National Employment Service, Vancouver, who is the regular member. The principal purpose of the session was to exchange views on problems relating to the post-war employment of women, in order to assist the International Labour Office in its work of improving women's employment conditions. The Committee reached agreement on the need to "reduce and

finally to eliminate the traditional limitations on the work opportunities of women", and also concluded that women themselves must continue to participate in the nation's economic and political life as they did during the period of the war. The Committee's suggestions were forwarded to the Governing Body and to the Employment Committee for appropriate action.

The Permanent Migration Committee held its first session from August 26 to 31 in Montreal and was attended by representatives from twenty-three Member States of the Organization which had expressed a desire for membership in the Committee. Canada and Great Britain, which are not at present members of this Committee, were represented by observers. Mr. G. G. Congdon, Canadian Commissioner of Emigration in London, who was in Canada at the time, followed the proceedings on behalf of the Canadian Government.

The Committee adopted four resolutions: (1) recommending international co-operation to solve the problems impeding a resumption of migration, and thus to stimulate a movement of migrants from the relatively over-populated countries of the world to the countries able to receive immigrants; (2) making proposals for methods of international co-operation to facilitate an organized resumption of migration movements; (3) affirming the Committee's conviction that the principle of non-discrimination in regard to race is one of the fundamental conditions of progressive and orderly migration movements; and (4) regarding technical selection and training of migrants. The Committee also adopted a report summarizing its six days of discussions, and heard an expression of Italy's views on migration, given by Count Secco Suardo, Director-General of the Italians Abroad Division of the Ministry of Foreign Affairs.

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